

2004/2005 **Progress** Report



NJ DSPTF

New Jersey Domestic Security
Preparedness Task Force

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To: Honorable Richard J. Codey, Governor and President of the Senate
Honorable Leonard Lance, Minority Leader of the Senate
Honorable Joseph J. Roberts Jr., Speaker of the General Assembly
Honorable Alex DeCroce, Republican Leader of the General Assembly
Honorable Paul A. Sarlo, Chair of the Senate Legislative Oversight Committee
Honorable William D. Payne, Chair of the Assembly Regulatory Oversight Committee
Honorable John A. Girgenti, Chair of the Senate Law and Public Safety and
Veterans' Affairs Committee
Honorable Joan M. Quigley, Chair of the Assembly Homeland Security and
State Preparedness Committee
Honorable Peter J. Barnes, Chair of the Assembly Law and Public Safety Committee

From: Peter C. Harvey, Attorney General
Chair, Domestic Security Preparedness Task Force

Date: January 2006

Subject: Domestic Security Preparedness Task Force 2004-2005 Progress Report

Since its last report to the Legislature, the Domestic Security Preparedness Task Force has continued to work to make New Jersey more prepared and its citizens more secure. During this time, New Jersey took additional steps to safeguard itself against the many threats exposed by the attacks of September 11, 2001. However, two major events added considerable perspective to the Task Force's activities: New Jersey's participation in the national TOPOFF 3 exercise in the spring of 2005 and the Gulf Coast's and nation's experience with Hurricanes Katrina and Rita in August and September 2005.

As you are aware, the Task Force was established by the New Jersey Domestic Security Preparedness Act, signed into law in October 2001. The law requires the submission of a report detailing the Task Force's activities to the leadership of the Senate and Assembly and to the chairs of the respective houses' oversight committees.

A progress report such as this one provides an opportunity to look back with perspective and measure an agency or governmental entity's accomplishments. The Task Force continues to make steady progress in protecting New Jersey's citizens, but these more recent events clearly have put a fine point on our self-evaluative framework.

In enacting the Domestic Security Preparedness Act, the Legislature recognized the importance of the confidentiality of the Task Force's work product. The Legislature explicitly provided that records maintained by the Task Force not be deemed public records under the "Open Public Records Act" and that the meetings of the Task Force and Domestic Security Preparedness Planning Group not be subject to the provisions of the "Open Public Meetings Act." Furthermore, the law stipulates that the information presented in Task Force reports shall be deemed confidential (P.L.2001, c.246, s.13).

However, for this 2004-2005 progress report, as it did with its previous report to the Legislature, the Task Force decided to make the great majority of this report public. New Jersey's citizens deserve to be provided with as much information as possible so they can understand what State Government has done, is doing and will continue to do to increase their security, and better protect New Jersey.

2004-2005 Security Overview

Events during 2004-2005 provided many reminders that we need to remain vigilant and continue our efforts to better protect our citizens. The year 2004 was bracketed by elevations in the national Homeland Security Alert System. January began with an "orange" threat level that had been declared before Christmas 2003, meaning that the country was at high risk for attack. The alert level was lowered by the U.S. Department of Homeland Security (DHS) to "significant risk" of attack before the end of the month. Eight months later, in August, the discovery of al Qaeda documents detailing surveillance of five financial institutions on the East Coast, including one in Newark, placed the financial sector in Northern New Jersey on orange alert status. This was the first time that an "orange" alert was targeted to a specific economic sector and five specific institutions. These institutions remained at a heightened alert level until November 10. At the same time, in late August and early September, New Jersey also mobilized its law enforcement community to provide security for the Republican National Convention that took place in New York City at Madison Square Garden, situated on top of the Pennsylvania Railroad Station. This was of particular concern because, in March 2004, nearly 200 lives were lost to railroad bombings by terrorists in Madrid, Spain. As a result, New Jersey — and government agencies throughout the country — reassessed provisions for rail security and specifically heightened protection for railroads and their passengers.

Despite the state's increased needs to protect its citizens and communities, in December 2004, DHS notified New Jersey that its federal fiscal year 2005 homeland security funding would be substantially cut. Total federal homeland security funding for New Jersey's first responders was cut by more than a third, from \$55.4 million in 2004 to \$36.6 million in 2005. New Jersey also learned that its share of federal Urban Area Security Initiative (UASI) funds for preparedness efforts in the state's six northeast counties — Bergen, Essex, Hudson, Morris, Passaic and Union — as well as Newark and Jersey City was cut nearly 40 percent, from \$32 million in FY 2004 to \$19.4 million in FY 2005. Unlike funding for first responders that decreased to all states, total UASI funding increased by nearly \$180 million nationally from 2004 to 2005 — a 27 percent increase, and New Jersey had no indication, given this increase, that it would receive less funding than the year before. As a result, the state and its county and local UASI partners had to scale back their plans significantly. Governor Codey led the state's response to this troubling cut, making the state's case for additional funds to our congressional delegation and to DHS.

Events in 2005 continued to highlight the dangers of terroristic attacks. Especially troubling were the July 7 suicide bombings of the London subway system, in which 56 people died, including the four suspected bombers, which was followed up exactly two weeks later by a second abortive attempt. In early October, there was a second suicide bombing in Bali, Indonesia (the first was in 2002), in which 23 people died, including the three bombers. In response to the London bombings, New Jersey and New York City beefed up law enforcement patrols on subways and trains and, for the first time, instituted random searches of passengers and baggage to discourage as well as ferret out potential bombers. Members of the New Jersey Transit Police Department (NJTPD) conducted these random searches in New Jersey according to written guidelines developed by Task Force staff and the New Jersey Division of Criminal Justice, in consultation with NJTPD. These guidelines were designed to protect citizens' constitutional and privacy rights.

Overview: 2004-2005 Task Force Accomplishments

In broad outline, these are some of the events of 2004 and 2005 that circumscribed the work of the Task Force and its entities. Among the highlights of that work that are explored in greater detail in this report are the following:

- Developing and implementing a funding strategy for distributing approximately \$87.4 million in federal homeland security grant funds in 2004 and \$59.2 million in 2005. Approximately 80 percent of these funds are passed through to local entities through the state's 21 County Multi-Disciplinary Working Groups.

- Endorsing a funding strategy for almost \$22 million in financial and direct assistance from the state Department of Health and Senior Services (DHSS) to 22 LINCS (Local Information Network and Communication Systems) agencies throughout the state for planning, preparedness and coordination at the city, county and multi-county level to prepare for potential bioterrorism events. DHSS also awarded almost \$13.5 million in healthcare facility preparedness grants that were divided among the state's acute care hospitals and Federally Qualified Healthcare Centers (FQHCs). These grants were designed to enable these healthcare facilities to better respond to terrorist incidents and public health emergencies.
- Overseeing the development of 16 Best Practices for heightened security efforts in various private industry sectors or sub-sectors and completing 30 semiannual progress reports on the implementation of Best Practices across the 20 industry sectors of the state's Infrastructure Advisory Committee (IAC).
- Adopting a "Zero Tolerance" policy for Best Practices that required each facility identified by the state as a "critical infrastructure" site to conduct site-specific vulnerability assessments, set a schedule for putting into place mitigation measures identified through the vulnerability assessments and prepare site-specific emergency response plans.
- Completing, in cooperation with DHS, buffer zone protection plans (BZPPs) for approximately 50 critical facilities in the state. At critical sites that are completed, these BZPPs entail installing electronic surveillance around the facilities. All BZPPs depend on the close collaboration of state, county and local law enforcement.
- Endorsing the New Jersey State Police's creation of a Homeland Security Branch, a major reorganization of the force designed to allow the State Police to coordinate statewide resources for a strong and fast response to emergencies and threats to the public safety. This increases the state's capacity to respond to an elevated homeland security threat level or any event requiring the concerted efforts of law enforcement, intelligence and emergency response workers.
- Creating the Detect and Render Safe Task Force, an initiative combining the detecting capabilities of nearly 30 bomb dogs purchased with federal homeland security dollars and deployed statewide with the collaborative efforts of the state's 10 bomb squads. Coordinated by the State Police Bomb Squad, members of this Task Force undergo uniform training and are similarly equipped to provide a consistent statewide and collaborative approach to finding explosives before they go off and rendering them harmless when they are found.
- Requiring, through a directive promulgated by the Attorney General (Attorney General Law Enforcement Directive No. 2004-3), that all current New Jersey law enforcement officers be trained in four terrorism-related disciplines: Counter-Terrorism Awareness, Incident Command System, Hazmat Awareness and Weapons of Mass Destruction Awareness. In 2003, the New Jersey Police Training Commission, working with the Task Force, had mandated that all new police recruits take these four courses as a part of the Basic Course for becoming a police officer.
- Adopting a three-year exercise strategy developed by the Task Force-created Domestic Security Exercise Support Team. This strategy included New Jersey's preparations for and participation in the international TOPOFF 3 exercise sponsored by DHS. Preparations for TOPOFF 3 were ongoing for all of 2004.
- Participating successfully in April 2005, with sister state Connecticut and the Department of Homeland Security, in the federally mandated TOPOFF 3 exercise, the largest counter-terrorism exercise ever to take place in the United States, with the international participation of Canada and the United Kingdom. New Jersey was the site of a simulated bioterror attack that engendered full-scale exercise "play" for a week and involved thousands of volunteers, numerous agencies from all levels of government and all of the state's acute care hospitals and federally qualified health centers.
- Exercising the state's ability to deploy the Strategic National Stockpile, emergency pharmaceutical and medical supplies provided by the federal Centers for Disease Control and Prevention (CDC), under the leadership of the state Department of Health and Senior Services.

2004-2005 Legislative Commitment

We would also like to thank Governor Codey and the leadership and membership of the State Legislature for sustaining New Jersey's counter-terrorism and homeland security efforts. We are grateful for your steadfast support and for the passage of key legislation in 2004, including P.L.2004, c.82, a law endorsed by the Task Force that authorizes New Jersey State Police Marine Services officers to assist the U.S. Coast Guard in the enforcement of federal laws, rules and regulations in the safety and security zones established by the Coast Guard. It also provides a mechanism for the State Police to collaborate with the Coast Guard to more effectively monitor and regulate waterborne activity that poses a potential hazard to national security. This statute laid the foundation for the memorandum of agreement signed by Governor Codey and the Coast Guard at the end of 2004.

The Legislature also introduced the Emergency Health Powers Act (S2085/A3501), another Task Force legislative priority, to close legal gaps that could exist during a health emergency caused by an act of terrorism or medical disaster. This law, which was ultimately enacted in September 2005 (P.L.2005, c.222), authorizes the Governor to declare a "public health emergency" and comprehensively overhauls the emergency health powers of the Commissioner of the Department of Health and Senior Services by empowering the Commissioner to issue orders of quarantine and isolation for persons who pose a risk of transmitting certain dangerous, infectious diseases to others during a public health emergency. In addition, the law authorizes the Commissioner to require any health care facility in the state to provide services if such services are necessary to respond to the emergency. Finally, the law directs the Commissioner to establish a vaccine education and prioritization plan, a volunteer emergency health care provider registry and, in consultation with the state Secretary of Agriculture, a biological agent registry.

In addition, the Legislature passed bills that augment the Task Force's security efforts:

- **The "Security Officer Registration Act" (P.L.2004, c.134)** revises, updates and modernizes the regulatory scheme governing the private security guard industry in New Jersey. It establishes training requirements for security guards, upgrades the penalties for violations of the regulatory provisions governing the industry, requires prospective guards to undergo criminal history record background checks and updates the types of crimes and offenses that would disqualify a person from employment as a private security guard.
- **P.L.2004, c.186:** This Act provided a supplemental appropriation of \$5 million to the State Police to finance an additional State Police academy class of 100 recruits and to offset costs incurred in upgrading the State Police's outdated communications system.
- **P.L.2005, c.3:** This Act provides for a mechanism to improve the coordination between state and county health agencies for the purpose of planning for and responding to an environmental or public health emergency precipitated by a release of hazardous materials.
- **P.L.2005, c.35:** This law authorizes the New Jersey Public Broadcasting Authority to broadcast emergency information to law enforcement agencies and other emergency personnel at the direction of the Office of Emergency Management during an emergency and permits such communications as part of any planning or preparation for an emergency condition.

Governor Codey's Commitment

Governor Codey demonstrated his leadership and his commitment to enhancing New Jersey's homeland security preparedness by:

- Promulgating Executive Order 50, adopting the National Incident Management System (NIMS) for personnel in New Jersey who respond to emergencies. This executive order requires that all New Jersey's first responders be trained in the NIMS. State compliance with the NIMS is a requirement for all future federal homeland security funding.

- Endorsing the issuance of a Task Force order requiring implementation of “Best Practices Standards” for 165 chemical facilities that process extraordinarily hazardous substances. The order also requires facilities to review whether they can substitute less toxic materials in their processes and to involve workers and their collective bargaining representatives in security activities. This enforceable order will provide the public and workers greater protection from potential terrorist acts.
- Announcing, in his 2005 annual address to the Legislature, the most comprehensive school security initiative in the nation. This multi-part initiative ultimately resulted in a security compliance audit of approximately 3,350 schools throughout New Jersey, the development of a comprehensive data base regarding the status of these schools’ security posture, and numerous recommendations for increasing school security even further moving forward.
- Directing New Jersey’s comprehensive response to Hurricane Katrina. New Jersey sent nearly 1,000 volunteers — law enforcement, emergency medical, veterinary and other personnel — to New Orleans under the Emergency Management Assistance Compact (EMAC) to provide assistance in the aftermath of the devastation.
- Promulgating Executive Order 20, directing the creation of the New Jersey CBRNE (Chemical, Biological, Radiological, Nuclear and Explosive) Training and Research Center at the University of Medicine and Dentistry of New Jersey. This center was created to work in collaboration with state government and serve as the facilitator in bringing together the vast array of expertise that exists in New Jersey and throughout the country in the areas of training, education, exercises, research and development relating to CBRNE threats.
- Signing a memorandum of agreement in December 2004 with the U.S. Coast Guard, developed by the Task Force, giving New Jersey State Police Marine Services officers the power to enforce federal laws in security zones in New Jersey’s harbors. Through this agreement New Jersey became only the second state in the country to grant federal law enforcement powers to state marine officers, effectively providing a regional, cooperative approach to port security.

As noted earlier, this report allows us to take stock. It is clear that, by the end of its fourth year, the Domestic Security Preparedness Task Force had further institutionalized its procedures, structures and relationships. Of particular note are the adoption at the end of 2005 of a revised Task Force Plan of Operation, which codifies the Task Force’s standard operating procedures, and the adoption of a new and comprehensive Domestic Security Preparedness Strategy, which provides a blueprint for future activity. We continue to evolve and improve. Without question, TOPOFF 3 and Hurricanes Katrina and Rita, not to mention world events in London and Madrid, and the continuing hostilities in Afghanistan and Iraq, provide a continued reminder of the vital nature of our work.

Our recent participation in TOPOFF 3 and our relief efforts in response to the devastating hurricanes have already taught us many lessons. They will — and must — continue to do so. One lesson is to remind us that all disasters, man-made or natural, are local at their outset, and that the first response will always be local. They also remind us that, whether it is to prevent the next terrorist attack or to respond if the unthinkable happens, the public is relying on us. This is a shared responsibility that requires unprecedented cooperation among local, county, state and federal officials, as well as the collaboration of the private sector. This is an awesome and immense responsibility for which we are accountable. Finally, these events remind us most emphatically that we cannot and will not tolerate complacency. We must constantly rededicate ourselves to our primary missions, break down their sometimes extraordinarily complex wholes into manageable parts, and keep at them constantly.

The Task Force accomplished many things in 2004-2005. They are documented in this report. While recent events once again remind us that no amount of preparation can prevent every disaster or ensure a faultless response if one occurs, we can neither be discouraged nor slow our pace. We will continue to improve our ability to protect our state’s physical and economic assets, and to safeguard our most important assets: our families and citizens.

c: Domestic Security Preparedness Task Force Members

Introduction and Task Force Overview

Sometimes it does not hurt to restate the obvious: The events of September 11, 2001, had a profound effect on America's citizens and, in particular, on New Jersey's. Along with our neighbors in the tri-state area, we lost many of our fellow citizens. We watched the towers fall from windows in our office buildings and homes and from the streets of our neighborhoods. Many national television news outlets captured the aftermath of the day's events from our side of the Hudson, framing the smoldering skyline tableau for the world from New Jersey's vantage.

The profound effect of that day produced rapid action and a new resolve for the state agencies and individuals responsible for protecting New Jersey and its citizens from further attacks. Less than a month later, on October 4, 2001, New Jersey enacted the Domestic Security Preparedness Act, creating the New Jersey Domestic Security Preparedness Task Force, an entity charged by the law with "Statewide coordination and supervision of all activities related to domestic preparedness for a terrorist attack."

In its four years of operation, the Task Force has taken many steps and pursued many initiatives to protect the state's citizens and critical industries by developing and implementing a comprehensive program to prepare for, respond to and mitigate the effects of any further terrorist attacks.

The Domestic Security Preparedness Act recognized that New Jersey had a well-established cadre of "operational" agencies with expertise in different activities that are parts of a holistic statewide domestic security preparedness program. Unlike the reorganization of numerous federal agencies under the umbrella of the United States Department of Homeland Security, which occurred

almost a year after the Task Force was established, New Jersey chose not to subsume its agencies to the Task Force in direct reporting relationships. Rather, it chose to have the Task Force serve as a cabinet-level body, capable of using the resources and expertise of the existing agencies, whether in law enforcement, healthcare, regulation, intelligence gathering, transportation, technology development, etc., to execute its responsibilities. Ultimately, the Task Force filled a gap in the state's domestic security structure — providing overall strategic planning, coordination and oversight.

As this report documents, with the collaborative participation of 15 state agencies, the Task Force's activities are crosscutting and cross-jurisdictional and involve what continues as arguably the most extensive and coordinated interagency operation in the history of the executive branch of New Jersey state government.

A Theme-Based Report

In attempting to capture the complexity of these relationships and interrelationships, this report adopts a thematic approach. This approach is intended to capture in the fullest sense the melding of the various agencies' efforts toward common objectives.

The thematic areas that structure this report by chapter are as follows:

- **Federal Homeland Security Funding Strategy:** The Task Force's comprehensive strategy for spending federal homeland security dollars has focused on equipping first responders, protecting critical infrastructure and protecting against bioterror and other attacks by weapons of mass destruction.



- **Protecting Critical Infrastructure:** Highlighting the Task Force's efforts to protect the state's critical infrastructure, approximately 85 percent of which is owned by the private sector.
- **Safeguarding the State Against Chemical, Biological and Other Threats:** Focusing on the Task Force's efforts, spearheaded by the Departments of Health and Senior Services, Agriculture and Environmental Protection to safeguard the state against weapons of mass destruction and, in particular, attacks by biological agents.
- **Law Enforcement in the Age of Counter-Terrorism:** Detailing the Task Force's proactive and preventive law enforcement initiatives as well as its responsive law enforcement efforts.
- **Sharing Information:** The Task Force's initiatives to foster information sharing with all affected agencies and stakeholder groups throughout the state, including the public, as well as its efforts to share information with agencies in other states and in the federal government.
- **Adopting Innovative Technology:** Highlighting the Task Force's efforts to use innovative technology to better meet its objectives in protecting the state and its citizens. This includes developing solutions to promote interoperability between radio systems and adopting high-tech solutions to detect radiation and other potential agents that terrorists might use.
- **Training for State and Nationwide Response:** Focusing on the Task Force and its component agencies' extensive efforts to provide training to various audiences throughout the state to better prepare them to deal with preventing, responding to and mitigating the effects of a potential terrorist attack. This includes a targeted effort to bring New Jersey into compliance with the newly adopted National Incident Management System (NIMS).
- **Testing Preparedness, Planning and Training through Exercising:** Highlighting the Task Force's efforts to develop a comprehensive program of exercising culminated in the national TOPOFF 3 exercise, the national and international exercise that brought a simulated biological attack to New Jersey in April 2005.
- **Preparing to Respond and Responding:** Focusing on the Task Force agencies' efforts to continually upgrade their planning and capabilities for response efforts. They also responded to a number of emergencies during the period covered by this report. Most notably, representatives of the New Jersey State Police, the Department of Health and Senior Services, the Department of Agriculture, the National Guard and members of the state's North-eastern Urban Area Security Initiative (UASI) responded to the real life aftermath of Hurricane Katrina, that devastated New Orleans and the Gulf Coast Region in August 2005.
- **Lessons Learned:** Looking to the future, the Task Force will be applying a number of the lessons it learned during the past two years and, especially, from the TOPOFF 3 exercise and from observing and participating in the responses to Hurricanes Katrina and Rita.

Reassessing State Efforts; Aligning State Efforts with New Federal Mandates

In its four years of operation, the Task Force has worked first and foremost to protect New Jersey's

citizens and its critical facilities by focusing attention on areas of greatest potential vulnerability. This has meant taking such actions — among many possible examples — as adopting, with its private-sector partners, best security practices (Best Practices) to protect our critical industries, remediating communications problems that were revealed by the events of September 11, 2001, and developing plans to distribute the Strategic National Stockpile (SNS) of pharmaceuticals to cope with a rapidly emerging catastrophic disease.

With the maturing of the Task Force's efforts, however, and the parallel maturing of federal efforts led by the U.S. Department of Homeland Security (DHS), the Task Force has been able to take a step back to reassess its efforts and codify them into a well-reasoned and comprehensive strategy.

This is in keeping with the Task Force's self-identified need for constant assessment and reassessment. In fact, the Task Force's first annual report to the Legislature (2001-2002) specifically noted that "Whether dealing with prevention, mitigation or response, each phase of our preparedness and counter-terrorism activity — our efforts to protect New Jersey families — will constantly be examined, reevaluated, tested and modified, when necessary."

This reassessment is also in line with new national standards and priorities being set by DHS. As it enters its third year, DHS has promulgated a number of templates for federal, state, county and local governments.

Chief among these are:

- The National Response Plan (NRP), which defines the roles and responsibilities of all levels of government and the private sector in responding to incidents.
 - The National Incident Management System (NIMS), which provides a core set of guidelines, standards and protocols for managing incidents. Starting in 2006, states must have adopted NIMS in order to qualify for federal grant funds. (New Jersey took this step when Governor Richard J. Codey issued Executive Order 50, in August 2005, requiring New Jersey to adopt NIMS.)
 - The National Infrastructure Protection Plan (NIPP), which seeks to reduce the vulnerability of critical facilities by identifying threats and assets and setting priorities for protection programs.
 - The National Preparedness Goal, which establishes priorities, targets and guidelines for the nation to answer the questions, "How prepared do we need to be?" and "How prepared are we?"
- The National Preparedness Goal provides an instructive yardstick by which to measure the Task Force and New Jersey's progress to date. It establishes seven national priorities in two categories, according to DHS, "overarching priorities" and "capability-specific priorities":
- The National Preparedness Goal's three overarching priorities are to:
- Implement the National Incident Management System and National Response Plan
 - Expand Regional Collaboration and
 - Implement the Interim National Infrastructure Protection Plan
- The four capability-specific priorities are to:
- Strengthen Information Sharing and Collaboration Capabilities
 - Strengthen Interoperable Communications Capabilities

- A Quick Look - THE NEW JERSEY DOMESTIC SECURITY PREPAREDNESS TASK FORCE

The Domestic Security Preparedness Task Force is New Jersey's cabinet-level body responsible for setting the state's homeland security and domestic preparedness policy. The Task Force is also responsible for ensuring that this policy is carried out, and that it is carried out in a coordinated fashion. In the past four years, New Jersey and the Task Force have taken many steps to improve domestic security to protect its citizens, and its critical industries and facilities, from terrorist attacks.

Mission

Under the Domestic Security Preparedness Act, passed in October 2001, the Task Force is charged with providing, "Statewide coordination and supervision of all activities related to domestic preparedness for a terrorist attack." Additionally, the Act directs the Task Force to "prevent terrorist attacks, to mitigate their impact and to prepare and plan for the various responses required in the event of a terrorist attack."

Membership

The 15 state agencies that make up the Task Force are:

- Department of Agriculture
- Office of the Attorney General/
Department of Law and Public Safety
- Department of Community Affairs
- Department of Environmental Protection
- Department of Health and
Senior Services
- Department of Human Services
- Department of Labor and
Workforce Development
- Department of Military and
Veterans Affairs
- Department of Transportation
- Department of Treasury
- Board of Public Utilities
- Division of State Police
- Office of Counter-Terrorism
- Office of Information Technology
- Governor's Office of Recovery and
Victim Assistance.

In addition, the Task Force has three public members and is chaired by Attorney General Peter C. Harvey.

- Strengthen Chemical, Biological, Radiological, Nuclear, and Explosive Detection, Response and Decontamination Capabilities
- Strengthen Medical Surge and Mass Prophylaxis Capabilities

When New Jersey applied for its federal fiscal year 2004 homeland security grant program funds in January 2004, it set 12 priorities as the focus of its State Homeland Security Strategy. These 12 priorities were:

- Statewide Critical Infrastructure Protection
- Statewide Intelligence Management Information System
- Statewide Detection of Terrorist Activity
- Statewide Response
- Training
- Exercises
- Statewide Interoperability
- Situational Awareness (i.e., the ability to monitor and manage incidents in multiple jurisdictions)
- Emergency Medical Services Task Force (to deal with injuries on a catastrophic scale)
- Citizen Corps
- Local Pass Through risk-based, or “Follow the Hazards” funding and
- Regional Capacity Building

Although the National Preparedness Goals did not exist when New Jersey submitted its 12-point Homeland Security Strategy, the state’s priorities are easily matched to priority areas of the more recent national program. In fact, as the State Administrative Authority for the federal Homeland Security Grant Program, the Attorney General’s Grants Management Office recently resubmitted these 12 priorities to DHS’s Office for

Domestic Preparedness in a form that explicitly conforms with the seven points of the National Preparedness Goal.

The point: The Task Force’s activities have kept New Jersey ahead of or abreast of developments in domestic security throughout the nation. This may be a point of pride. But it must never be a point of complacency. We know that threats rise and recede. We saw that most recently in the July 2005 London subway bombings and then in November’s hotel bombings in Amman, Jordan. The flow of intelligence ebbs and surges. Technologies rise, change and fall. As we are now observing internationally with avian or bird influenza, new pathogens may emerge to plague us. As represented by the interagency efforts of the Task Force documented in this report, state government — often accused of being inflexible or slow to change — has changed. What’s more, it remains committed to reevaluation, reassessment and change.

2004-2005 Task Force Strategy for Homeland Security Funding

The Domestic Security Preparedness Task Force's complex mandate to prevent, mitigate and respond to terrorist attacks, as well as to manage and coordinate remediation and recovery efforts if an attack takes place, requires resources. In 2004 and 2005, the Task Force continued to pursue a funding strategy to maximize resources. Among its key principles, this strategy emphasizes:

- Relying on statewide and regional solutions and principles of mutual aid in order to prevent and respond to a terrorist incident.
- Determining county and local spending priorities at the county level, to foster regional solutions and mutual aid.
- Basing funding decisions, to the greatest extent possible, firmly on risk, or "following the hazards."
- Providing funding to protect those critical facilities in the state that are most likely to be targeted by terrorists and would have the greatest effects on citizens' lives and health, as well as on the state economy were they to be attacked.

From 1999 to 2005, the state and its various agencies received more than \$477.6 million in federal homeland security funds, primarily from the U.S. Department of Homeland Security, to protect against terrorist threats and respond to terrorist incidents. From 2002 to 2005, the Department of Law and Public Safety distributed more than \$225 million of these federal homeland security grants for first responders, critical infrastructure protection and other purposes; the state Department of Health and Senior Services distributed almost \$40.5 million in federal bioterrorism prevention grants to state, county and local healthcare facilities; and the state Department of Transportation, New Jersey Transit and other public and

private agencies and facilities received more than \$46.2 million to protect mass transit facilities.

For federal fiscal year 2005, the U.S. Department of Homeland Security announced that it would be providing New Jersey with \$59.2 million in first responder homeland security funds. This amount represented a cut of almost one third from the \$87.4 million the state received in homeland security grants for first responders and critical infrastructure in fiscal year 2004.

Funding Based on "Following the Hazards"

Soon after the Task Force was created, it constituted a Funding Subcommittee to develop specific funding strategies. Coordinated through the Attorney General's Grants Management Office, this subcommittee is a broad-based group made up of representatives from the Task Force's component agencies, plus representatives from the state's various first responder disciplines as well as representatives of non-Task Force agencies, including the New Jersey Department of Corrections, the New Jersey College/University Public Safety Association and the Port Authority of New York and New Jersey.

The Task Force and funding subcommittee identified 12 focus areas for federal grants:

- Protecting critical infrastructure statewide
- Managing intelligence information
- Enhancing statewide terrorism detection initiatives
- Enhancing statewide response capabilities
- Augmenting training capacity
- Building on the state's exercise program



HOMELAND SECURITY FEDERAL FUNDING TO NJ FFY 99-FFY 05

	Amount	
Law and Public Safety (1st Responders)	\$ 157,803,572	\$110,454,979 allocated to local entities
UASI	\$ 63,222,980	\$50,578,384 allocated to local units of government within the greater Newark/Jersey City metro region
Buffer Zone Protection	\$ 2,731,219	
All Other Funding to L&PS	\$ 22,000,084	Including resources for marine police, forensic and interoperability equipment; and training
Subtotal - L&PS	\$ 245,757,855	
Health and Senior Services	\$ 141,003,573	
Transportation	\$ 46,206,208	
ALL OTHER STATE DEPARTMENTS		
Agriculture	\$ 241,040	
Board Of Public Utilities	\$ 400,000	
Community Affairs	\$ 160,000	
Education	\$ 496,000	
Environmental Protection	\$ 850,599	
Human Services	\$ 8,949,000	
State Department	\$ 255,000	
UMDNJ	\$ 33,300,000	
Subtotal - All Other State Departments	\$ 44,651,639	
Total federal funds administered by state agencies	\$ 477,619,275	Excluding All Hazards
DIRECT FEDERAL AWARDS TO LOCAL ENTITIES		
All Other Direct federal awards to local entities		
Total DOJ to Locals	\$ 13,558,397	Includes funding for equipment, technology, training and overtime
Port Security	\$ 13,328,353	
Security for Intercity Bus Travel	\$ 2,856,526	
Total USEPA	\$ 1,035,000	EPA to water utility companies
DHS	\$ 2,750,000	
Subtotal - Direct federal awards to local entities	\$ 33,528,276	
Total Direct Awards To Local Entities	\$ 33,528,276	Excluding All Hazards
Total Federal Funds	\$ 511,147,551	Excluding All Hazards
All Hazards Funding		
Assistance to Firefighters Grants	\$ 59,722,433	Direct federal award to local entities
All Hazards - L&PS	\$ 48,374,328	\$2,747,659 is provided to local entities
Subtotal-All Hazards	\$ 108,096,761	
Total Domestic Security Funding & All Hazards	\$ 619,244,312	

- Developing Statewide interoperability for radio communications
- Developing increased capacity to improve situational awareness, i.e., the ability to exchange secure real-time data and information during and in response to a terrorist incident
- Developing unified emergency medical services (EMS) resources for response to terrorist incidents
- Enhancing the capacities of citizen volunteers to protect themselves, their families and their communities in the event of a terrorist or other incident
- Augmenting regional planning capacity to improve counties' abilities to detect, deter, prevent and respond to terrorist activity
- Continuing the "follow the hazards," or risk-based approach for distributing funds to first responders to prevent, detect and respond to potential incidents

This last point is critical. The Funding Subcommittee determined early on that federal funding distributed by the state must be based on risk, specifically the added risk to communities of hosting facilities that would be most likely to attract a devastating terrorist attack.

That is why, since 2003, the Task Force has based the amount of federal funding allocated to each county on the number of critical facilities identified in each county by state, county and federal officials. Funding is keyed to the added risk factors of hosting facilities that might be the most likely to attract a devastating terrorist attack.

Local Funding Priorities Decided at County Level

Although federal grants do not require any particular decision-making process regarding how funds are distributed,

New Jersey has chosen to pursue a "bottom up" approach to funding. In so doing, the Task Force recognized that counties and municipalities play a significant role in protecting citizens — their first responders will undoubtedly be the first on the scene of any terrorist or catastrophic event. Thus, the state has developed the overarching strategy for protection, but has relied extensively on the counties to help determine how funds are distributed locally. Clearly, the counties have a better understanding of the strengths and particular vulnerabilities within their borders.

County Working Groups

Starting with funding in 2003, the Task Force required each county to form a County Multi-Disciplinary Working Group, and charged the working group with developing strategies and funding plans centered on protecting — and responding to potential incidents at — sites where threats or hazards had been identified within the county. At a minimum, the county working group includes the county office of emergency management coordinator, county freeholder director or county administrator or executive, county fiscal officer, county prosecutor or designee, county police chiefs' association representative, county fire coordinator or fire marshal, county emergency medical services coordinator, and county hazmat team representative. Beginning with the 2005 federal grant cycle, the working group was expanded to include the county's medical examiner, health officer, critical infrastructure coordinator, domestic preparedness planner, as well as representatives from county healthcare institutions and from the county's cities with the two largest populations.

During both the fiscal year 2004 and 2005 grant processes, the state worked directly with representatives of the county working groups to review and

approve the specific spending plan for each county's share of funding.

Consonant with the Task Force's vision, the great majority of counties are making purchases of equipment that are being pooled for use throughout the entire county. With limited resources, it makes sense for a county to purchase one or two emergency response command vehicles, for example, that can be rapidly deployed anywhere in a county, rather than attempting to provide an expensive vehicle to every town in the county. Likewise, the Task Force has encouraged the counties to purchase a limited number of CBRNE (chemical, biological, radiological, nuclear and explosive) response vehicles, with the understanding that not every town needs to develop a world-class response protocol for weapons of mass destruction, if the county has one or more units readily available to cover its jurisdiction.

The counties' purchases also include all types of personal protection equipment (PPE), such as "escape hoods" and gas masks. They include radiation-detecting pagers, all-terrain and sports-utility emergency response vehicles. They also include such items as long-range digital cameras and other electronic surveillance equipment and new radio equipment which is designed to foster "interoperability," or the ability of first responders who use differing radio systems to communicate with each other during times of emergency.

Regional Planning

The Task Force's ultimate objective is to extend county planning to a truly regional basis. To that end, it has divided the state's counties into five larger regions for purposes of planning and developing strategies to

make the most effective use of grant monies. The five regions are:

- Urban Area Security Initiative (UASI) Region, the already federally funded six-county group, Essex, Union, Morris, Passaic, Bergen and Hudson, plus the core cities of Newark and Jersey City
- Northwest Region: Sussex, Warren and Hunterdon
- Central Region: Somerset, Middlesex, Mercer and Monmouth
- Delaware Bay/River Region: Burlington, Camden, Gloucester, Salem and Cumberland
- Shore Region: Ocean, Atlantic and Cape May

Through the Task Force, both the Central and Delaware Regions have received seed funding from the state's federal grants to work on region-wide initiatives, including improving radio interoperability and the deployment of emergency medical services. All five regions have received training in grants management and long-term planning to enhance their use of funds and ability to plan comprehensively for the future.

Funding for First Responders and Critical Infrastructure Protection

The Department of Homeland Security's homeland security grant program represents the largest portion of federal funds coming into New Jersey to enhance the state's security. Based on a comprehensive plan developed by the Task Force's broad-based funding committee and approved by the Task Force, the Department of Law and Public Safety has distributed these first-responder and critical infrastructure funds to provide police officers, firefighters, emergency medical services personnel, healthcare and transportation person-

nel with equipment and training to help them protect citizens' lives and critical infrastructure in the event of an attack or natural disaster.

As a condition of federal homeland security funding, the state must pass 80 percent of the funds it receives to counties and municipalities. In federal fiscal years 2003, 2004, and 2005, New Jersey provided direct awards to counties of almost \$83.6 million under the Homeland Grant, Law Enforcement and Citizen Corps Grant Programs. This funding was distributed to the counties as follows:

Direct Federal Pass-Through Funding to Counties, Federal Fiscal Years 2003 - 2005

Atlantic	\$ 3,679,715.00
Bergen	\$ 5,155,010.00
Burlington	\$ 4,106,767.00
Camden	\$ 3,907,481.00
Cape May	\$ 1,552,058.00
Cumberland	\$ 2,697,011.00
Essex	\$ 6,339,633.00
Gloucester	\$ 4,986,617.00
Hudson	\$ 6,047,481.00
Hunterdon	\$ 2,908,895.00
Mercer	\$ 4,047,895.00
Middlesex	\$ 7,794,954.00
Monmouth	\$ 2,800,605.00
Morris	\$ 3,276,453.00
Ocean	\$ 2,444,654.00
Passaic	\$ 6,498,575.00
Salem	\$ 2,948,515.00
Somerset	\$ 3,477,504.00
Sussex	\$ 1,672,778.00
Union	\$ 5,018,733.00
Warren	\$ 2,222,217.00
TOTAL	\$ 83,583,551.00

In fiscal year 2004, the counties' direct shares totaled more than \$32.5 million. In addition to direct fiscal year 2004 funds that the counties received, they also shared in more than \$9.8 million in state-sponsored local initiatives. These initiatives included such programs as funding to support:

- Nine local and county bomb squads that, with the State Police Bomb Unit, make up the state's Detect and Render Safe Bomb Task Force. This task force has forged a coordinated statewide program for explosive detection and response, complete with standardized resources and training at the local, county and state levels. This Task Force routinely shares resources with New Jersey Transit and the Delaware River Port Authority to enhance transit security.
- Development of regional emergency medical services task forces to deal with catastrophic healthcare emergencies.
- Statewide efforts benefitting local governments that focus on information technology and information sharing. These include such programs as the Critical Asset Tracking System (CATS), the Statewide Intelligence Management System (SIMS) and an on-line training academy for all first responders.

For federal fiscal year 2005, the Task Force developed a plan to pass through almost \$29.7 million in federal funds to the counties. This amount included more than \$21.7 million in direct awards to the counties and more than \$8 million in state-sponsored programs for counties and municipalities.

Urban Area Security Initiative

The Urban Area Security Initiative is a federal grant program that passes funds to county and municipal governments through the State. The intent of the UASI program is to create a sustainable national model to enhance security and overall preparedness efforts to prevent, respond to, and mitigate incidents of CBRNE terrorism. As part of the UASI grant requirements, the

In three years, 2003 - 2005, UASI funds were expended on the following focus areas:

FOCUS AREA	AMOUNT EXPENDED
Regional Fire Decontamination/Response (foam caches, air cascades, water vessels, response/specialized equipment)	\$ 11.3 million
Regional urban search and rescue (USAR) capability (9 fire departments — Newark, Jersey City, Hoboken, North Hudson Regional, Elizabeth, Hackensack, Morristown, Paterson, Bayonne)	\$ 11 million
Regional Law Enforcement Task Force (a rapid deployment force of 1,000 local police officers and 60 State Police personnel provided with standardized equipment and training)	\$ 8 million
Regional EMS Task Force (pre-selected EMS squads - std equipment and training)	\$ 2.6 million
Regional Interoperability Communication (to improve radio capabilities among various first responder groups using different equipment)	\$ 11.2 million
Regional hard and soft target hardening (water supply resources, New Jersey Transit facilities and 10 shopping malls)	\$ 7.65 million
Regional Situational Awareness (tracking response to events, through E-Team and Site Profiler software, Geographic Information System)	\$ 6.6 million
Increasing regional and local planning capacity (eight planners)	\$ 1.3 million
Reginal Medical Examiner enhancements	\$.210 million
Basic personal protective equipment (PPE) for law enforcement	\$.243 million
Miscellaneous (specialized training, exercises, human patient simulators/ mannequins, enhanced security for Port Authority of NY/NJ and advanced helicopter radar detecting systems)	\$ 3 million
Total UASI 2003 - 2005 regional initiatives	\$ 63.2 million

U.S. Department of Homeland Security requires that a comprehensive, regional planning approach be taken to address the special needs for this metropolitan area.

Through this program, the state has distributed more than \$63 million in federal homeland security funds in federal fiscal years 2003 (\$11.9 million), 2004 (almost \$32 million) and 2005 (\$19.4 million) to the six counties participating in our Northeastern Urban Area Security Initiative (UASI) — Bergen, Essex, Hudson, Morris, Passaic and Union counties, as well as the core cities of Newark and Jersey City. Similar to the county working groups, the UASI working group, a requirement of the federal grant, develops its own spending plans within the statewide strategy and with Task Force oversight.

New Jersey's UASI program is emblematic of the state's pressing needs for security protection. It also highlights the state's regional vision.

Spanning 1,164 square miles — more than 15 percent of New Jersey's total square mileage — this six-county metropolitan area has a population of 3.8 million, which is more than 44 percent of the State's total population. The area also incorporates many core elements of New Jersey's transportation infrastructure, including the George Washington Bridge, the Holland and Lincoln tunnels, the Ports of Elizabeth and Newark, the New Jersey Turnpike/Interstate 95 and Garden State Parkway, Amtrak's Northeast Corridor, Newark Penn Station and Newark Liberty International Airport.

The area is also dense with chemical manufacturing plants and other critical infrastructure. The contiguous counties involved in the UASI already share verbal and

written mutual aid agreements and have, for some time, worked together on coordinated emergency response efforts.

In 2003 and 2004, UASI focus areas included enhancing security of:

- Transportation (bridges, roadways, tunnels, air/sea ports, waterfront, freight and passenger rail roads)
- Chemical/Drug Manufacturers
- Shopping malls, sports complexes
- Water reservoirs and distribution, water treatment and dams
- Healthcare facilities and hospitals

2005 UASI Funding Cuts

Along with cuts to New Jersey's first responder grant programs announced at the end of 2004, the Department of Homeland Security announced that New Jersey's UASI program would suffer a cut of nearly 40 percent from 2004 to 2005, with an allotment of \$32 million for 2004 shrinking to approximately \$19.4 million in 2005.

Federal funding for UASI went up nationally overall from 2004 to 2005, and the same formula and risk factors that determined 2004 funding were also applied in 2005. As a result, New Jersey had expected at least a similar level of funding for 2005 as it had received the previous year. With the cut in funding, the UASI program had to scale back its plans significantly.

Governor Codey protested immediately to the Department of Homeland Security, meeting with DHS leaders and members of New Jersey's congressional delegation. Ultimately, funds were not restored. Albeit scaled down, the vital cooperative cross- and inter-governmental work that makes the UASI

program a model initiative continues, with the protection of almost half New Jersey's population and the area's vital infrastructure squarely within its sites.

Port Security Grants

In 2005, New Jersey received more than \$2.5 million in federal port security grants to increase protection of the Ports of Camden and New York/New Jersey. The grants, from the Department of Homeland Security's Port Security Grant Program, will be used to purchase new 28-foot boats and marine response and surveillance equipment for the State Police to increase security at the two ports. The grants allocate \$932,000 to the Office of the Attorney General/Department of Law and Public Safety for use at the Port of Camden and \$1,617,000 for the state's use in the Port of New York and New Jersey. The allocation for Camden was the sole allocation under this national grant program for that port. Total grants to New Jersey and New York for the entire Port of New York/New Jersey in 2005 totaled just under \$6.62 million.

These grants will help the state build on its existing port security efforts and will also enhance the state's close working relationships with its port security partners, including the U.S. Coast Guard, the Port Authority of New York and New Jersey, the South Jersey Port Corporation and the Delaware River Port Authority. According to DHS, the 2005 port grant recipients were chosen through a competitive process that employed a risk-based formula that weighed potential threats to and vulnerabilities of the ports and the consequences of an attack on people, the economy and national security. All applications were rated on a uni-

form set of criteria and subsequently reviewed by the relevant U.S. Coast Guard port captains and by panels of regional and national subject matter experts.

Grants to Protect Mass Transportation

In federal fiscal year 2005, the Department of Homeland Security changed the funding process for protecting urban mass transit systems. In previous years, DHS awarded funds directly to the affected state or mass transit agency. For 2005 DHS provided funding to the top 28 mass transit agencies on a regionalized basis. Thus, New Jersey is sharing almost \$37.6 million with New York City and Connecticut mass transit agencies in its northern region and nearly \$7.8 million with Philadelphia-area mass transit agencies in southern region. In both regions, mirroring the process that the Task Force had adopted for New Jersey, the affected agencies met to develop a regional strategy first and then to negotiate the funding based on this strategy. New Jersey Transit and the New Jersey Department of Transportation will share more than \$5.5 million of the metropolitan New Jersey-New York-Connecticut regional allotment. In the Philadelphia area, New Jersey Transit will have almost \$2 million worth of surveillance cameras installed on its trains and in its stations. The Regional Transit Working Groups that developed these protection and funding strategies will remain in place to oversee the implementation of the projects identified during the development of the strategy and funding plan.

Also in the New York Region, the Port Authority of New York and New Jersey will receive almost \$1.7 million for protecting its PATH train system. In the Philadelphia

2004-2005 Task Force Strategy for Homeland Security Funding

U.S DEPARTMENT OF HOMELAND SECURITY FUNDS Administered by the Department of Law & Public Safety (Federal Fiscal Years 2002 - 2005)					
	FY 02	FY 03*	FY 04	FY 05	Totals
Homeland Security Grant Program	\$ 7,948,000	\$ 51,893,000	\$ 55,424,000	\$ 36,646,388	\$ 151,911,388
Urban Area Security Initiative		\$ 11,892,942	\$ 31,976,630	\$ 19,353,418	\$ 63,222,990
Metropolitan Medical Response System**			\$ 455,184	\$ 455,184	
Buffer Zone Protection Program			\$ 2,731,219	\$ 2,731,219	
Radiological Dispersion Device Program		\$ 7,000,000			
	\$ 7,948,000	\$ 70,785,942	\$ 87,400,630	\$ 59,186,209	\$ 225,320,781
* Includes Phase I and II Iraq war supplemental funding					

region, the Delaware River Port Authority's (DRPA's) PATCO Speedline will receive almost \$2 million for added security. The Port Authority of New York and New Jersey will also receive \$70,000 for a project to enhance security at its New York City ferry terminal.

In addition, six New Jersey private intra-city bus lines will share more than \$2.1 million out of a total of almost \$4.5 million allotted for motor coach protection in the New Jersey-New York-Connecticut region. These funds go directly to the private carriers.

Funding to Guard Against Bioterrorism

New Jersey's Department of Health and Senior Services has been the state's lead agency for planning and preparing to deal with the health consequences of an act of terrorism. In 2004-2005, the Department had responsibility for approximately \$70.7 million in federal and \$23.8 million in state funding to continue to build statewide and regional capacity to deal with the catastrophic health consequences of a terrorist

attack or other incident. These funds have been used to ensure that critical capacities continue to develop in eight key areas:

- Emergency preparedness planning, assessment and response;
- Disease surveillance epidemiology;
- Laboratory detection capabilities for biological and chemical agents;
- Emergency communications and administration of the Health Alert Network;
- Risk communication;
- Education, training, and workforce development;
- Decontamination; and
- Management of mass casualties.

In 2004 and 2005, the Department awarded nearly \$13.5 million in state grants to 82 New Jersey hospitals and 13 federally qualified health centers to augment their ability to respond to public health emergencies of all kinds. Individual grants ranged from \$5,000 to \$165,000 and were dedicated to strengthening the state's health care system's response to chemical, biological, radiological, nuclear and explosive

incidents. All grant applicants had to document how the supplies and equipment bought with the grants would augment their current disaster plans, enhance capacity for emergency care and the treatment of mass casualties, enhance management of infectious diseases, upgrade disease control and decontamination facilities and contribute to regionalized public health response.

New Jersey's Commitment

Between 2002 and 2005, New Jersey provided approximately \$573 million in state funds for homeland security efforts. While New Jersey continues

to spend additional funds to protect its citizens and communities, total federal homeland security funding for first responders to the state, as noted, was cut, more than a third, from \$55.4 million 2004 to \$36.6 million for 2005. New Jersey's share of federal Urban Area Security Initiative (UASI) funds for preparedness efforts in the state's six northeast counties as well as Newark and Jersey City, was cut nearly 40 percent, from \$32 million in 2004 to \$19.4 million in 2005.

The federal Homeland Security Grant Program previously distributed to states is not based on risk, but rather on a formula that provides all 50 states a guaranteed minimum of funding. Congress has now changed that program. Although, the new program still provides each state the same guaranteed minimum percentage of the total funds, the remaining dollars will be distributed based on each state's documented needs and perceived risks,

as opposed to being distributed based solely on population as was done in the past. In theory, this new formula should provide added benefits to a state rich in infrastructure and critical facilities like New Jersey.

In the final analysis, despite finite resources and less-than-adequate federal funding, New Jersey has provided its state agencies, counties and municipalities with adequate levels of equipment and training to ensure that it is better prepared to prevent, respond to and lessen the effects of terrorist attacks and other major catastrophes. With creative thinking, New Jersey has done the best job possible with the dollars on hand and will continue — with the continued bipartisan help of its congressional delegation — to seek additional funds and pursue innovative strategies to ensure that its citizens and critical facilities are protected.

Dept. of Health and Senior Services Federal Funding to Counties and LINC Agencies 2002 - 2005

County	TOTAL
Atlantic	\$ 1,897,891
Bergen	\$ 2,144,978
Burlington	\$ 1,887,744
Camden	\$ 1,886,160
Cape May	\$ 1,806,152
Cumberland/Salem	\$ 2,013,866
Essex	\$ 1,815,585
Gloucester	\$ 1,630,474
Hudson	\$ 1,899,857
Hunterdon	\$ 1,722,458
Mercer	\$ 1,913,493
Middlesex	\$ 2,006,054
Monmouth	\$ 2,016,280
Morris	\$ 2,158,368
City of Newark	\$ 1,796,415
Ocean	\$ 1,929,500
Passaic	\$ 1,759,406
City of Paterson	\$ 1,119,197
Somerset	\$ 1,677,476
Sussex	\$ 1,893,418
Union	\$ 1,965,960
Warren	\$ 1,537,954
GRAND TOTAL	\$ 40,478,686

Source of funds, U.S. Health Resources & Services Administration, and Centers for Disease Control & Prevention

In addition to these direct awards to counties/LINC agencies, DHSS has assigned a state Health Preparedness Planner to each of the 22 LINC agencies.

Protecting Critical Infrastructure

Preventing terrorist attacks — and minimizing the effects of a attack — against New Jersey's most critical facilities are among the Task Force's highest priorities. This chapter will provide an overview of some of the state's key efforts aimed at protecting key sites, especially the adoption of Best Security Practices by industry and the monitoring of industry's implementation of these Best Practices.

As is often the case, the Task Force's protective activities are intertwined in several areas. Thus, protecting critical infrastructure involves Best Practices and their implementation, but it also involves training staff to monitor these best practices by performing compliance checks. It also involves exercising to determine that Best Practices implementation is effective. And these protective efforts are complemented by law enforcement initiatives, such as intelligence gathering and infrastructure surveillance. Many of these additional infrastructure-related activities will be dealt with in greater detail in other chapters of this report.

New Jersey's collaboration and partnerships with the private sector to enhance security may be unique among the states. Public and private sector collaboration is actually written into the state law that created the Task Force. The Domestic Security Preparedness Act of 2001 established an Infrastructure Advisory Committee (IAC) as a private-sector component of the Task Force. New Jersey thus acknowledged that, since 85 to 90 percent of the infrastructure in the state is privately owned, protecting life and property must be undertaken as a joint effort between government and industry.

Beginning in 2001, the Task Force initially identified and began working on Best Practices with 24 key industrial sectors that account for the

strength of New Jersey's economy and quality of life, such as gas, water and electric utilities, nuclear facilities, the telecommunications, transportation, food, agriculture, construction, health care, chemical and pharmaceutical industries. In 2003, the Task Force added schools as a new sector and consolidated several others. As a result, there are currently a total of 20 IAC sectors.

The various Infrastructure Advisory Committee sectors meet regularly to share information and security strategies. They also meet regularly with the Task Force and their liaisons in the state agencies. Each of the IAC sectors is paired with one or more of the Task Force agencies. These partnerships are usually based on prior relationships. For example, the state Department of Environmental Protection is liaison to the chemical industry sector, an industry over which it has existing authority. Likewise, gas and electric utilities are paired with the state Board of Public Utilities, healthcare facilities with the State Department of Health and Senior Services, and so on.

Best Practices for a particular industry represent a baseline security plan that can apply across an entire sector. Best Practices focus on prevention, preparation, response to and recovery from terrorist activities. They include detailed lists of methods, processes, procedures and actions that can be taken to protect the critical infrastructure site. They are developed by IAC private industry sector members, along with input from the state agencies that serve as liaisons to each group, and they include such considerations as:

- Assessing a site's specific vulnerabilities and documenting the methodologies for making these assessments.



- “Hardening,” or increasing physical security of the facility, including adding fencing, barriers, and controls for staff and vehicle access.
- Setting up protocols to ensure the continuity of communications.
- Developing and implementing protocols for employee, vendor and delivery person background checks.
- Developing and adopting protocols for adjusting a site’s security measures based on changes in the Homeland Security Alert System (HSAS).
- Developing protocols related to cyber-security and the protection of computer content and communications.
- Developing capacity and specific plans to respond to a crisis.
- Developing contingency and continuity plans to ensure that a site can continue to function or shift functions to another location in the aftermath of a terrorist incident.

After their review and approval, the Task Force submits Best Practices to the Governor for his review and endorsement. When the Governor approves an industry Best Practice, he formally directs the state agency head whose agency is liaison to the sector to take certain steps. These steps include:

- Disseminating the Best Practices to each entity within the sector.
- Encouraging implementation and compliance with the Best Practices by the members of the sector.
- Establishing a capacity to provide training, education and technical assistance for each entity within the sector to ensure implementation and compliance.
- Establishing a capacity to monitor implementation and compliance for each entity within the sector.
- Reporting back to the Task Force and the Governor twice a year regarding the status of implementation and compliance with the Best Practices, with a recommendation as to what additional steps may be needed to ensure compliance.

In 2001-2002, all IAC sectors submitted Best Practices and began implementing them. During 2003, the 20 IAC sectors submitted, and the Task Force approved, a second, more expansive, generation of industry Best Practices. In 2004-2005, this process continued, with additional IAC sub-sectors finalizing Best Practices and the Task Force focusing its attention on monitoring their across-the-board implementation.

Identifying and Evaluating “Critical Infrastructure”

Best Practices can and should be applied at all facilities. However, given the large number of potential targets and the fact that resources are limited, it is impossible to guarantee absolute protection for every conceivable terrorist target. Thus, the Task Force, with the Office of Counter-Terrorism, the other Task Force agencies, the IAC and county officials, has worked to identify New Jersey’s most critical infrastructure sites, which could be the most likely potential terrorist targets. The Task Force’s compelling obligation to aggressively protect its citizens demands no less.

Prior to September 11, 2001, an effort was underway to identify the state’s critical sites. After the formation of the Task Force, this initial assessment was expanded to create an initial critical infrastructure list

Best Security Practices represent a baseline plan that can apply across an entire industrial sector. They focus on prevention, preparation, response and recovery from terrorist activity.

based on a system known as the CARVER method. (Developed by the Department of Defense to set priorities for military targets, CARVER is an acronym for Criticality, Accessibility, Recoverability, Vulnerability, Effect and Recognizability. Criticality refers to how important the target is; accessibility to how easily a target can be reached; Recoverability to how long it will take to replace or repair the target; Vulnerability to how susceptible the target is to an attack; Effect to the impact the target's destruction have on the public; Recognizability to how readily can a target be identified and not confused with other structures.)

New Jersey's critical sites include business/industry infrastructures, communication facilities, dams, government infrastructure, recreation centers, retail shopping areas, public utilities, transportation sites, and chemical manufacturing and storage locations. In July 2002, the Task Force issued an order requiring measures to improve the level of protection from terrorism at the most critical of these sites.

Continuing Efforts to Evaluate Potential Targets

Subsequently, the Task Force refined the evaluation criteria by placing the sites in five tiers, with Tier 1 being the most critical. The Task Force's tiering process drew on the Department of Homeland Security's National Criteria for the Assessment of Critical Infrastructure (for Tier 1) as well as state-developed assessments (for Tiers 2-5). The New Jersey tiering system is as follows:

- Tier 1 critical infrastructure sites are those identified by the Task Force and its agencies that have met certain Department of Homeland Security criteria.

- Tier 2 critical infrastructure sites are those sites which the Task Force (working with member agencies and the IAC) has determined meet certain state criteria for criticality.

Sites assigned to Tiers 1 and 2 represent the facilities currently receiving priority attention from the state.

- Tiers 3 through 5 capture sites that do not meet the criticality levels of Tiers 1 and 2. However, they present areas of concern based on specific threat scenarios. They have been identified by the Task Force's member state agencies or county agencies.

The Office of Counter-Terrorism and its Critical Infrastructure Unit helped to refine previous federal DHS criteria for designating "National Assets" among Critical Infrastructure and Key Resources (CI/KR). This helped the Task Force agencies clarify state critical infrastructure criteria and led to an expansion of critical sites statewide and an overall increase in the visibility of those sites that were indeed truly critical. This effort supported and ultimately proved to be the baseline for numerous programs, including vulnerability assessments and the state's security Best Practices.

Site Profiler — To help identify critical infrastructure sites, New Jersey has invested more than \$1.4 million to date in a risk management software package called Site Profiler that was tested on a pilot basis. This software provides a standardized and automated tool to measure vulnerability and risk of critical facilities and assets across the state. Following this pilot project that demonstrated how law enforcement, emergency management, and critical infrastructure protection professionals at the

county and state levels could be integrated together to identify risks to the state and prioritize homeland security expenditures, the Office of Counter-Terrorism will be deploying this software statewide.

Critical Sites Key to Funding

Priorities — A thoroughly vetted and updated state critical infrastructure list is also the linchpin for the state's distribution of federal Homeland Security Grant program dollars. To maximize their protection, New Jersey distributes its federal grant dollars based on the number of critical sites in each of its 21 counties.

New Jersey's infrastructure list is dynamic. The Task Force, OCT and other state agencies continue to use all the tools at their disposal to review and prioritize potential targets, and continue to coordinate and supervise the preparation of a comprehensive plan that will better protect them.

County Critical Infrastructure Coordinators

Part of the process of assessing critical infrastructure depends on collaboration with industry, but also on expertise at the county level. The Task Force firmly believes that its statewide view of critical infrastructure must be complemented by other perspectives. To this end, beginning with the 2004 federal grant year, the Task Force used federal homeland security dollars to fund a position for a critical infrastructure coordinator in each of the 21 county prosecutor's offices. The duties and responsibilities of the county critical infrastructure coordinator include:

- Assessing and identifying criticality and vulnerability in the county's critical sites.
- Conducting threat and risk management analyses, and vulnerability and risk assessments

- Coordinating the development of target hardening and buffer zone protection plans within the county.
- Cataloging, verifying and maintaining a data base of critical infrastructure that resides in or impacts the county.

Each county critical infrastructure coordinator is a member of the respective multi-disciplinary County Working Group that develops local homeland security funding strategies. He or she also interacts regularly in a team approach with key staff throughout the state including the county counter-terrorism coordinator, local and state law enforcement agencies, the New Jersey Office of Counter-Terrorism, as well as with other state agencies involved in securing the safety of New Jersey's critical infrastructure sites.

OCT provides orientation and training for newly hired county critical infrastructure coordinators to ensure that they can help identify and inventory all countywide critical infrastructure and provide local expertise to facility owners/operators to help improve their overall security posture.

Enhancing School Security

In 2004-2005, Best Practices for schools and issues of school security took center stage. As noted, the Task Force had identified schools as "critical infrastructure" in March 2003, and created a "Schools" sector within the Infrastructure Advisory Committee. The Task Force assigned the State Department of Education as liaison agency to the Schools Sector and it began working with school officials to develop Best Practices for school security — identifying those physical security measures that could be uniformly adopted by schools to enhance security and "target harden"

Beginning in 2004, the Task Force used federal homeland security dollars to fund a critical infrastructure coordinator in each county.

school buildings. In spring 2004, the Task Force endorsed these School Best Practices which were then, according to Task Force procedure, sent to the Governor for his approval. After the Governor endorsed the school Best Practices, the education department then disseminated them to the school community.

Then, in summer 2004, more than 300 children were killed by terrorists at a school in Beslan, Russia. Security efforts that were underway were immediately stepped up under the auspices of the Task Force:

- At the direction of the Task Force, the Department of Education sent a letter to all schools urging districts to take certain immediate security measures.
- Attorney General Harvey directed county prosecutors to meet with county and district school officials as well as with local law enforcement officials to examine — from a law enforcement perspective — the security measures that should be taken to protect school children's safety.
- The State Office of Emergency Management advised each of the 21 County Emergency Management Coordinators to work with local school districts so that all first responders were on the same page in the event of a terrorist incident at a school.

Governor's School Security Initiative

Then, in January 2005, in his annual message to the Legislature, Governor Codey raised the ante on school protection efforts even further, setting in motion an unprecedented program to evaluate and upgrade security for New Jersey's 1.4 million school children. The Governor announced a program incorporating the following components:

- **"Model School" Program — Exploring New Directions in School Security Technology** — Governor Codey kicked off the "Model School" program in the West Paterson School District in February 2005. Funded with \$100,000 in federal homeland security grant funding from the state's Urban Area Security Initiative (UASI) and supervised by the New Jersey Institute of Technology and the Passaic County Prosecutor's Office, the "Model School" program is testing new technologies in the West Paterson Schools that can be adapted to protect schools across New Jersey. Technologies being tested include "smart cameras" that can be programmed to tell the difference between normal hallway traffic and unusual or suspicious behaviors, smart ID cards unique to each teacher and staff member, and a biometric system that would be used to identify visitors to the school. Once the initiative is evaluated and presented to the Task Force, recommendations will be made as to which technologies hold the best promise to enhance school security statewide.
- **Security Training for School Administrators and Teachers** — Recognizing that "target hardening" must be accompanied by the training of staff to help teachers, school nurses and other education officials on security issues, the state asked the U.S. Department of Homeland Security to provide federal "Soft Target Vulnerability Assessment Training" to school officials in New Jersey. Coordinated by staff at the Office of Counter-Terrorism, this training has now been offered four times throughout the state to hundreds of participants. In addition to school officials, the training has been offered to representatives of

many types of facilities, including houses of worship, casinos, hotels and shopping centers.

■ **Convening a School Security Summit** — Held at Rutgers University in New Brunswick in May 2005, the full-day School Security Summit brought together school officials, academics, law enforcement officers and government officials to share expertise and the latest information about increasing school security. One outgrowth of the summit was the creation of a new, continuing education course for teachers on school security and emergency management. The Task Force is working with Rutgers and New Jersey's educational community to develop the course and determine how it can best be offered and delivered to teachers.

■ **Comprehensive School Security Checklist and Audit** — The centerpiece of Governor Codey's initiative was the creation of a school security checklist and the subsequent application of the checklist in an audit of virtually every school building in New Jersey.

School Security Checklist and Audit

Working together, the state Department of Education, New Jersey State Police and state Office of Counter Terrorism developed a comprehensive checklist of security measures every school should implement. This was, in effect, a distillation of the much larger School Best Practices document. Items on the checklist include a complete assessment of each school's building and grounds, an assessment of each school's security and emergency management plans and a review of the school's ongoing relationship with local law enforcement. State Police's Infra-

structure Security Unit and the Department of Education worked with local departments to identify 45 D.A.R.E. and School Resource Officers who would train local officials to perform the security audits. In 60 training sessions, those officers trained more than 1,000 local law enforcement officers and 1,200 school officials. New Jersey's 21 county prosecutors' offices coordinated and tracked the audits.

In an effort coordinated by State Police's Infrastructure Security Unit and unique to the nation, more than 3,350 schools were visited and audited throughout the state over a period of six months. Each school was audited by a police officer and school official who had to agree on a joint assessment of the status of each security item at the school. Ultimately, they also had to enter the agreed-upon results into a statewide computer database that will provide New Jersey with a baseline view of the status of school security for future protection efforts.

The key findings of the audit showed that:

- Ninety-six percent of schools had developed or are developing written protocols for emergency and crisis management.
- More than 89 percent of the schools have comprehensive plans, procedures and mechanisms for responding to emergencies.
- More than 90 percent of districts or schools have met with local law enforcement officials to discuss the possibility of increased law enforcement presence in and around schools.
- Eighty-seven percent of the schools are conducting security awareness training for school staff. Eighty-four percent are providing in-service crisis response training

In an effort coordinated by State Police's Infrastructure Security Unit and unique to the nation, more than 3,350 schools throughout the state were visited and audited for security practices over a period of six months.

- Seventy-one percent of the schools have completed or are completing comprehensive security needs assessments.
- Seventy-six percent of the schools have protocols to be followed when the U.S. Department of Homeland Security changes the homeland security threat level.

Based on the findings, Governor Codey made the following key recommendations:

- **Schools must establish on-going relationships with local law enforcement.** Each school must form a safety committee, comprised of school officials, local law enforcement and other first responders, that must meet regularly to discuss and update the school's plan for security issues. Each school's checklist must be reviewed and updated annually.
- **School administrators must communicate their security plans to staff members.** All teachers and staff members must understand their roles. Each school's emergency response plans must be communicated to everyone on the school staff, including bus drivers, to enable them to recognize and appropriately respond to crises. Plans are useless if they sit on a shelf.
- **Basic emergency procedures must be standardized.** The State Police will be developing uniform procedures for situations such as bomb threats and suspicious packages and distribute these practices to every district.
- **All schools' visitor policies must include sign-in logs, badges and limited access.** The State Police will be developing a list of standard procedures that must be part of all schools' visitor access policies. These will include such practices as sign-in logs and badges, limiting visitor access to one entrance and towing all unauthorized vehicles.
- **The Department of Education (DOE) must provide additional assistance to school districts.** DOE will assign two staff members hired with federal Homeland Security funds to provide assistance to districts where schools have not completed school safety plans and where additional training is needed.
- **School construction sites must be monitored.** Local law enforcement officials will visit and monitor any local school construction sites on a regular basis.
- **Department of Education and Department of Law and Public Safety manuals and agreements must reflect security priorities.** DOE's *Safety Manual: Best Practices Guidelines* will be revised to address the priority areas identified by the audit. The Uniform Memorandum of Agreement — a standard document addressing the relationship between schools and the police which is developed by DOE and LPS and signed by each district and the local law enforcement agency — will be revised to include specific information on terrorist threats and school security.
- **Schools must implement New Jersey Department of Agriculture guidelines and checklists on food safety.** NJDA has distributed these items to all districts that participate in state or federally funded child nutrition programs. They require school district food services employees to watch out for security breaches, such as tampering with food and equipment and to report all suspicious activity. The guidelines and checklists are based on the U.S. Department of Agriculture's guidelines for Bio-Security.

As the recommendations signal, the audit results are not an end in themselves but are an initial step in a continuing process. They are also significant in signaling a dynamic partnership between law enforcement and the education community that must continue and develop further. The entire initiative is emblematic of how addressing security concerns in a post-9/11 world is cross-jurisdictional and multifaceted.

The audit and resulting database came about only after an exceptional cooperative effort by the State Police, the Attorney General's Office, the Department of Education, the state Office of Information Technology, the state's county prosecutors, local law enforcement agencies and school officials.

Implementing Best Security Practices

In 2004-2005, eighteen new or revised Infrastructure Advisory Committee Best Practices were submitted to the Task Force and approved. This brings to a total of 30 the number of approved Best Practices among the IAC's 20 sectors and sub-sectors. (While there are 20 discrete sectors some have required multiple sets of Best Practices. For example, separate Best Practices exist within the Transportation Sector for Bridges, Tunnels, Passenger Rail, Freight Rail, Airports, Buses, ports and ferry sub-sectors).

Best Practices Zero Tolerance Policy

In July 2004, the Task Force adopted a Zero Tolerance Policy for the application of Best Practices. It alerted all facilities in the

top two infrastructure tiers that each designated critical infrastructure site was required to comply with three requirements:

- Completing a site-specific security vulnerability assessment.
- Indicating what measures are needed to fill the gaps identified by the vulnerability assessment and develop a plan to implement those measures.
- Implementing a site-specific emergency response plan.

Semiannual Reviews of Best Practices Implementation

Linked to the Zero Tolerance policy, each of the Task Force's agencies that serves as a liaison to an IAC industry sector is responsible for reporting twice yearly to the Task Force regarding the status of Best Practices implementation in the sectors for which they are responsible. In 2004-2005, the Task Force, working with its constituent agencies, reviewed 30 industry sector and sub-sector semiannual progress reports regarding the sectors' implementation of Best Practices. Thus, the Task Force presented a total of 60 semiannual reports regarding Best Practices implementation by industry to the Governor's Office for its review and approval.

In 2004-2005, the following Task Force and allied liaison agencies made two or more semiannual reports to the Task Force regarding Best Practices in the sector or sectors for which they had responsibility:

In 2004-2005, the Task Force, working with its constituent agencies, reviewed 30 industry sector and sub-sector semiannual progress reports regarding the sectors' implementation of Best Practices.

Agency	Number of Semiannual Reports
Board of Public Utilities (2 reports done jointly)	12
Department of Agriculture	2
Department of Banking and Insurance	2
Department of Community Affairs	4
Department of Education	2
Department of Environmental Protection	14
Department of Health and Senior Services	6
Department of Law and Public Safety	2
Department of Transportation	14
New Jersey State Police (reports done jointly)	2
Office of Information Technology	2
Sports and Exposition Authority	2
Total Semiannual Reports	60

In general, the semiannual reports found high rates of compliance with Best Practice implementation across the sectors. However, the Task Force contemplates direct audits or inspections of priority facilities — which are already underway — as well as additional steps to take to more closely monitor and ensure compliance.

Inspecting Facilities for Best Practices Compliance

In 2004-2005, several Task Force agencies took steps to ensure that Best Practices were distributed to industry and to inspect facilities for which they were responsible. Especially notable in terms of beginning inspections were the state Board of Public Utilities and the Department of Environmental Protection. Both agencies already possess substantial regulatory authority over the critical industries whose security they are now monitoring.

Board of Public Utilities

- BPU, working with each utility IAC Sector, revised and distributed comprehensive utility security Best Practices for the Water, Energy (Electric and Gas), Cable Television, Telecommunications (Landline) and Telecommunications (Wireless) Sectors. An August 20, 2004, Board Order directed BPU-regulated entities within the Sectors to implement the most current version of the Best Practices.
- BPU established a new Field Inspection Program to monitor utility security Best Practices implementation and compliance. Inspecting Tier I and Tier II (“Zero Tolerance”) sites first, as of November 2005, BPU had completed inspection of almost all Tier I and Tier II sites and had begun to inspect less critical utility sites to ensure smaller facilities are in compliance as well. Additionally, the BPU is continuously reevaluating the need to re-inspect any Tier I or Tier II site as deemed necessary. BPU is also using \$50,000 in federal homeland security grant funds distributed by the Task Force to help underwrite Critical Infrastructure Protection Teams for its Best Practices Inspection program.

Department of Environmental Protection

- DEP has tiered nearly 5,000 sites within the Chemical, Petroleum, Nuclear, Water, Wastewater, Dams and Pharmaceutical and Biotechnology sectors under uniform definitions for critical infrastructure. Approximately seven percent of these sites have been identified as high-priority facilities. DEP has further worked with the Office of Counter-Terrorism to refine this

universe to the sites that are most critical and deserving the highest-priority attention from the state.

- DEP has completed and verified dissemination of approved best security practices to all high-priority sites. Further, dissemination was completed for the majority of all sites within DEP's sectors.
- Under the Task Force's Zero Tolerance program, DEP began site visit inspections to determine if facilities were implementing best practices. As of June 30, 2005, DEP had completed initial site visits and compliance checks for all of its highest priority sites and for more than 90 percent of its total universe of priority. These baseline visits will allow DEP to concentrate its efforts on those highest and high-priority sites among its sectors that have not implemented the Zero Tolerance program or Best Practices.

Department of Transportation

- Under the Task Force's Zero Tolerance policy, NJDOT began site visit to determine if facilities in the Transportation Sector were implementing Best Practices. The department's audits confirmed that the South Jersey Transportation Authority and the New Jersey Turnpike and its Garden State Parkway Division have all completed vulnerability assessments. NJDOT has determined that all other facilities subject to the Zero Tolerance criteria are also in compliance.
- In the wake of an emergency order from the Task Force, the New Jersey Department of Transportation's (NJDOT's) airport licensing regulations have been amended to require that unattended hangars be closed and

locked and that aircraft that are parked or left unattended for more than 24 hours must be secured with a minimum of two locking devices. NJDOT's Division of Aeronautics inspects public use airports on at least a quarterly basis to verify that the airports and aircraft are in compliance.

- Motorcoach Best Practices — at the end of 2005, the Task Force approved Best Practices for security on buses and bus systems. Pending approval by Governor Codey, this collaborative effort with the motorcoach industry is set to be adopted as a national model by the Department of Homeland Security's Transportation Security Agency (TSA).

Mandatory Best Practices Standards for the Chemical Industry

In early October 2005, the Task Force endorsed a proposal from the DEP regarding the issuance of an order requiring implementation of "Best Practices Standards" for segments of the Chemical Sector of the Infrastructure Advisory Committee (IAC). Subsequently, Governor Codey endorsed the standards in mid-November. The standards will be imposed on chemical facilities regulated as Toxic Catastrophe Prevention Act (TCPA) and Discharge Prevention, Containment and Countermeasures Act (DPCC) facilities. These facilities conduct processes that involve extraordinarily hazardous substances. Substantively, the new standards clarify that implementation of Best Security Practices is mandatory for all covered facilities. Further, the Order requires covered TCPA facilities to review whether it is practical to implement Inherently Safer Technology (IST), i.e., modifying production processes

The Task Force has now mandated that chemical facilities processing extraordinarily hazardous substances must implement Best Security Practices.

and substituting less toxic materials in manufacturing. Finally, the Order also requires facilities to afford workers and their collective bargaining representatives a reasonable opportunity to identify issues that should be addressed in facility security assessments and plans.

Counter-Terrorism Awareness Training for Chemical and Petroleum Sector Workers

The Task Force has also focused on worker training to ensure that critical information regarding counter-terrorism awareness and infrastructure protection is being communicated throughout each of the priority sites. The Department of Labor and Workforce Development, the DEP, the AFL/CIO, the New Jersey Institute of Technology (NJIT) and the chemical and petroleum industries have collaborated to develop a pilot worker training curriculum called the “Chemical Plant Security Awareness and Preparedness Program for the New Jersey Chemical and Petroleum Sectors.” Under this program, the state Department of Labor and Workforce Development has provided a Customized Training Grant to the AFL/CIO to develop the security awareness curriculum. In turn, AFL/CIO has sub-contracted with NJIT to produce the curriculum materials and delivery plan. NJIT began training AFL/CIO instructors in October 2005. This train-the-trainer program contains six modules geared to the specific vulnerabilities faced by the petro-chemical industry. Modules include: Systems of Safety; Security Management System Awareness; Human Resources Screening; Facility Security; Emergency Awareness Protocols; and Evaluating the Workshop. Upon completion of the program, trainers will be equipped to return to their companies and provide the training to other employ-

ees to improve security awareness and lessen the vulnerabilities that currently face these sectors from threats or acts of terrorism.

Protecting Malls and Commercial Buildings-

The state Department of Community Affairs (DCA) is the Task Force’s liaison to the Commercial Buildings sector, which includes most of the state’s large shopping malls. In 2005, DCA completed security reviews of the state’s largest enclosed shopping malls — those with the highest level of criticality. The reports on these reviews are being provided to mall and anchor store managers and to representatives of the law enforcement community who participated in the review. DCA has also designed and presented security and best practices training to managers of large malls and anchor stores.

The state has also begun a “Model Mall” initiative that builds on concepts being used in Israel and New York. This initiative, being tested at the Garden State Plaza in Paramus, includes installing smart security cameras that do more than passively record activity at the mall. Rather, they can also be programmed to recognize various suspicious behaviors. The initiative is also set up so that surveillance video from the site is shared directly with local police — so first responders can know what is happening inside a building, even before they arrive. Funded with a seed grant from the state Urban Area Security Initiative, the project is also benefiting from a number of firms and consultants that are providing in-kind contributions. The initiative is being supervised by the New Jersey Institute of Technology, in its role as lead agency in the New Jersey Homeland Security Technology

Systems Center. Ultimately, practices identified as successful from this “model” initiative will be available for adoption at malls throughout the state.

The Department of Community Affairs has also completed a straightforward and easily applied assessment tool to help owners of commercial buildings to determine risks associated with their facilities and to familiarize them with their specific facility’s vulnerabilities. Finally, DCA is leading a national initiative, sponsored by the International Code Council, which publishes the model building codes that are used in New Jersey, to address issues of terrorism-resistant construction through model codes. The point is to construct buildings that are inherently safer and resistant to the destruction that could be caused by terrorists.

Protecting State Government Facilities

With impetus from the Task Force, state government has also acted to enhance physical security at its buildings and facilities. Notable among these efforts is a collaboration between the Task Force’s State Government Operations Group (SGOG), which represents the interests of administrators of all state agencies, and the State Police’s State Government Security Bureau, which has undertaken an evaluation of state facilities to identify areas of concern. As a result of this review, the State Government Security Bureau is bolstering security, through technology and other means, at the State House complex and other buildings. Also notable, the Department of Health and Senior Services significantly up-graded physical security for its existing Trenton laboratory facilities.

Buffer Zone Protection Plans

Best Practices deal with enhancing security within the perimeter of a facility while Buffer Zone Protection Plans (BZPPs) involve taking measures in the area immediately outside a critical facility, areas that fall primarily under the responsibility of local law enforcement. In accordance with Homeland Security Presidential Directive (HSPD) 7 (Protection of Critical Infrastructure), the Task Force, the Office of Counter-Terrorism and the State Police, working with the U.S. Department of Homeland Security, have developed a statewide strategy to bolster buffer zone protection around New Jersey’s most critical facilities. These efforts, which are ongoing, include geared up surveillance through technological and other means, and other protective measures. In federal fiscal year 2005, the Task Force received \$2.7 million in federal homeland security grants that it is using to help implement buffer zone protection plans at the state’s most critical facilities. To date, OCT and the state team have completed BZPPs for approximately 55 critical infrastructure sites, which include hazardous chemical, petroleum refining, large public gathering, water treatment and commercial building sectors. As part of this process, State Police’s Incident Management Unit is responsible for delineating diversion and evacuation plans for facilities for which BZPPs have been developed. OCT also coordinated and hosted two DHS-led Buffer Zone Protection Plan Tabletop exercises for two high consequence New Jersey chemical facilities.

Also in accordance with HSPD 7, OCT is completing BZPPs for approximately 25 sites in the public health and mass transit sectors. This will bring the number of BZPPs statewide to more than 70.

In federal fiscal year 2005, the Task Force received \$2.7 million in federal homeland security grants that it is using to help implement buffer zone protection plans at the state’s most critical facilities.

Protection of Nuclear Facilities

As the state agency with regulatory oversight over nuclear facilities, DEP is the Task Force liaison to these facilities, which, as a result of federal and state law, are the most heavily regulated of all the IAC's 20 industry sectors. New Jersey is home to four privately owned electric-generating nuclear reactors, the Oyster Creek facility in Lacey Township, Ocean County, and the Hope Creek and Salem facilities in Lower Alloways Creek, Salem County. The U.S. Nuclear Regulatory Commission (NRC) requires that the plants establish and maintain a physical protection system that will protect the nuclear power plants. The regulations describe a series of design basis threats, which the physical protection systems must be able to withstand. The four nuclear power reactors in New Jersey have met all of the NRC requirements. Both nuclear power plant sites have invested substantially in upgrading their security zones in the past year, with Oyster Creek spending more than \$10 million in additional target hardening and PSEG spending more than \$12 million in additional active and passive barriers, monitoring, and facility access upgrades at its Salem County reactors..

Since September 12, 2001, moreover, staff from State Police and the New Jersey National Guard have been providing additional protection to the state's reactors located at the Ocean and Salem county sites. This commitment continues to this day.

Cyber Security

Our economy and government, indeed our entire society, have become more and more dependent on the availability of seamless computer and automated information systems.

These systems are so critical in themselves that they represent another, sometimes less visible, aspect of critical infrastructure that must be protected against potential terrorist intrusion and attack.

Continuing to build on the efforts, in 2002, in cooperation with representatives from academia and the private sector, the Task Force adopted baseline Cyber Security Standards. The state's Office of Information Technology, along with State Police's Information Technology Bureau and the Office of the Attorney General's Information Technology Services Unit, has taken the lead in working to ensure that the state's critical computer systems are secure.

OIT's efforts to shore up the state's cyber security include:

Creating the Security Oversight Group

Building on the success of OIT's formally established information security program led by a Security Oversight Group (SOG), OIT extended its policies, standards, and procedures to the state or enterprise level. The SOG is an executive forum for oversight and management of the information security program at OIT. The immediate goal of this program is to ensure the development and implementation of information security best practices in the form of policies, standards, and procedures. Their extension to the state level has been planned from the start.

In pursuing this initiative, OIT relied on its ongoing dialogue with agency chief information officers (CIOs), and by extension, their security officers, to exchange and solicit feedback on policies, standards, and procedures. The collaborative element is key as participation is

voluntary. Key initial successes for this enterprise initiative are an agreement to expand OIT's documented information security framework to accommodate national standards and requirements with which agencies with federal funding must comply.

Developing a Cyber-Security Roadmap

OIT has developed a cyber-security roadmap based on the ISO/IEC 17799 code of practice. ISO/IEC 17799 offers guidelines and voluntary directions for information security management. It is meant to provide a high-level, general description of the areas currently considered important when initiating, implementing or maintaining information security in an organization.

The SOG solidifies the information security program through a strategic planning process, which continually updates the roadmap. In the past year, OIT's efforts focused on strengthening information security policies, standards, and procedures. Specific policy topics included risk assessment, vulnerability management, server hardening, and incident management. Also through the leadership of the SOG, OIT is looking to expand the state's identity management services through the implementation of security techniques for accessing computer systems, such as automated user provisioning and reduced sign-on, which will be pilot tested in 2006.

The cyber security roadmap addresses 10 topics in which OIT is creating policies and developing initiatives, including organizational security policy, organizational security infra-

structure, asset classification and control, personnel security, physical and environmental security, communications and operations management, access control, systems development and maintenance, business continuity management, and compliance.

Creating Intrusion Detection/Prevention Systems

The state of New Jersey has partnered with the U.S. Army Communications-Electronics Command Research, Development, and Engineering Center (CERDEC) to research and analyze the state's computer networks for the development of a comprehensive intrusion detection system. The Cooperative Research and Development Agreement (CRADA) between New Jersey and CERDEC is the first such research collaboration that CERDEC has established with a state government.

In 2005, the project developed a Concept of Operations (CONOPS) document, and a reference technical architecture. The CONOPS provided OIT best practice-based recommendations for how to organize its information security staff, which OIT is pursuing through a proposal for federal homeland security funding of additional security staff for its Network Control Center (NCC), which will allow for the establishment of a conjoint Security Operations Center.

OIT began the first phases of implementing the technical architecture document's recommendations regarding the types of technology suitable to the state's needs, the placement of the technology, and the configuration of the technology to the best advantage of OIT and state agencies. This implementation

occurred in OIT's campus (LAN) and enterprise (shared server and Garden State Network or GSN) environments. These deployments of network-based intrusion detection systems, firewalls, and security information management systems, are bringing the technology's promise of improved information security to bear on the state's IT-based services.

Establishing a Partnership on Secure Information Infrastructure Technologies

The Partnership on Secure Information Infrastructure Technologies, or POSIIT, is a multifaceted initiative designed ultimately to develop a cyber security dashboard and test the efficiencies of its delivery of threat-related information. The POSIIT team, led by OIT is a consortium of nine state and four municipal governments, the U.S. Army at Fort Monmouth, Monmouth University, and the National Association of State Chief Information Officers (NASCIO). To fund the project, the state applied for a grant in the amount of \$675,000 from the Homeland Security Advanced Research Projects Agency.

Enhancing IT Infrastructure Vulnerability Management

One of OIT's key information security initiatives is developing and implementing a vulnerability management program to address all information technology infrastructure, including desktops, servers, and networks, including — or connected to — the state's data communications network, the Garden State Network or GSN. The vulnerability management program consists of a series of methodical activities beginning with identifying vulnerabilities and ending with their remediation, or documentation that

supports a decision by the affected data owner or their authorized representative, to accept the risk inherent in any specific vulnerability.

As part of the program's vulnerability assessment, the state worked with Ciber, Inc., to conduct port scans to identify Internet visible devices and services, and make recommendations on how to address any identified security vulnerabilities. A war dial exercise is also conducted periodically in which an assessment tool sought computers connected to phone lines and reported on modems and fax machines, password strengths, password protections, and authentication types. Concurrent implementation of a centralized patch management system for OIT's desktop environment is significantly improving the security of this part of the overall IT infrastructure.

Engaging in the TOPOFF 3 Cyber Exercise

As part of New Jersey's participation in the federal TOPOFF 3 exercise, state information technology officials participated in a functional Cyber TOPOFF exercise that tested the security of computer systems and the state's ability to maintain the continuity of information technology operations in a catastrophic event. Although, this cyber exercise will be discussed in greater detail in the section on the TOPOFF 3 exercise in the chapter on exercising, lessons learned from this test are already being applied. These include an identification of the need for improved statewide communications on cyber security, as well as the adoption of more uniform policies, procedures and best practices across state agencies.

Health Emergency Response

In considering the public health consequences of terrorism, New Jersey and the Task Force have shaped their strategy and actions around two major considerations: First, the aftereffects of a terrorist attack of any significance would involve casualties requiring emergency medical treatment. Second, the fall 2001 anthrax attacks in New Jersey, New York and Washington, D.C., made concrete for the state the potential havoc to be wreaked by attacks using biological agents. As a result, New Jersey has made it a priority to prevent, respond to and recover from attacks using biological agents. The state departments of Health and Senior Services, Agriculture, and Environmental Protection, working under the coordinating hand of the Task Force, have led New Jersey's efforts to protect its citizens from the potential catastrophic health effects of a bioterror event. As with many of its counter-terrorism activities, the state's preparations for bioterrorism have also had wide-ranging benefits in preparing for any number of potential health emergencies, such as the current threat of Avian flu.

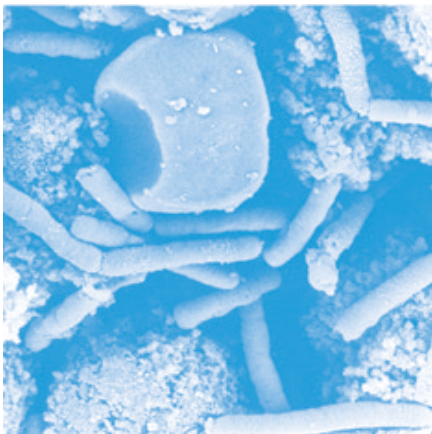
Epidemiology and Disease Surveillance

The New Jersey Department of Health and Senior Services (DHSS) has primary responsibility for mitigating the public health consequences caused by acts of terrorism. To this end, DHSS, through a regional approach to planning and coordination, has expanded the capacity of the state's healthcare and public health systems to more effectively detect and respond to such events. DHSS has collaborated with county and city local health departments in its ongoing efforts to prepare for and respond to bioterrorism, emerging infections,

and other public health emergencies. For the last four years, DHSS has been providing funds to local health departments statewide for the purpose of building local public health infrastructure and capacity for regional bioterrorism planning and disease surveillance, among other issues.

During 2004-2005, almost \$22 million was provided in the form of financial and direct assistance to the state's 22 designated LINC (Local Information Network and Communication Systems) agencies through federal grants. Each LINC-based bioterrorism team provides leadership and coordination for planning and preparedness initiatives at the city, county and multi-county level. In preparation for the TOPOFF 3 exercise during April 2005, DHSS Communicable Disease Service worked with the National Centers for Disease Control and Prevention (CDC), state LINC agencies, and healthcare facilities to develop epidemiologic investigation guidelines specific for management of plague and for public health emergencies in general. The Communicable Disease Service and the FBI jointly conducted advanced forensic epidemiology courses statewide.

Throughout 2005, the DHSS Communicable Disease Service continued its many ongoing surveillance activities. To highlight some of the activities, Communicable Disease Service staff worked on enhancing the existing Communicable Disease Reporting System, a Web-based application used by DHSS, hospitals, laboratories, and local health departments for reporting notifiable communicable diseases. In addition, DHSS CDS staff evaluated its Emergency Department (ED) Visits and Admissions Surveillance system which provides daily analyses of



current ED data on number of visits and admissions with baseline averages to characterize trends and detect unexpected aberrations in ED usage. DHSS had tested this surveillance system in preparation for the Republican National Convention (RNC) held in New York City from August 30 to September 2, 2004. During the five-week period around the RNC, hospitals were requested to send ED volume data several times each day, including weekends and holidays, to their LINCS epidemiologist. These data were forwarded to the DHSS that then ran a comparison analysis which flagged any significant increase in volume for each facility. These flags were then investigated by the local epidemiologist who followed up with the hospitals in question. During the five-week period between August 16 and September 17, approximately 30 flags were investigated, none of which was due to anything suspicious or unexplained. After the five-week period ended, surveillance returned to normal operations (five-day reporting with weekends and holidays reported on the following business days). The ongoing surveillance was again enhanced for the week of the November 2, 2004, presidential election. Again, analysis revealed no unexplained or suspicious flags during that week.

In addition, the Communicable Disease Service has worked closely with CDC on the BioSense initiative, a coordinated, online national surveillance program to detect any Category A, B or C level disease utilizing clinical and laboratory data from the Department of Defense, Veteran's Administration, and LabCorp. Communicable Disease Service and CDC staff highlighted joint state-federal BioSense investigations at a 2005 national syndromic surveillance conference.

Also in 2005, the Communicable Disease Service formed a data workgroup to perform ongoing evaluations of its surveillance systems to ensure that they provide useful data for detecting a bioterrorism event or an outbreak of an emerging infectious disease.

From June to December 2004, the DHSS worked with the Somerset County Health Department and six private healthcare providers in that county to pilot a Rash Illness Surveillance project. As part of the process, a "decision-tree" algorithm was developed to assist practitioners in evaluating unusual rash illnesses in adults (age 18 and older) presenting at their facilities. Effective surveillance for unusual or unexplained rashes is an important element for the prompt detection of possible acts of bioterrorism. The study gathered important baseline information characterizing adult rash illness in New Jersey and participants provided much needed feedback on expansion of this or a similar project statewide.

Currently, the Communicable Disease Service is moving toward year-round surveillance for influenza-like illness (ILI), a weekly data snapshot that reports school absenteeism and predominant illnesses occurring in schools, long-term care facilities, hospitals and sentinel physician practices.

The New Jersey Department of Agriculture (NJDA) is a key partner with DHSS in epidemiology and disease surveillance in the many instances where diseases can be spread through the food supply or through the animal population. This is especially true for the current monitoring of the H5N1 virus, or avian flu, which can be borne by wild and domesticated birds and other animals.

Expanding Laboratory Testing Services

Expanding Laboratory testing capacity for enhanced public health preparedness and response was a top priority for DHSS in 2004 and 2005.

A major milestone was achieved in November 2004 when the State Legislature issued final approval to fund the design and construction of a new, state-of-the-art Department of Health and Senior Services and Department of Agriculture laboratory. Fully supported by the New Jersey State Building Authority in the Department of Treasury and currently budgeted at approximately \$139 million, the state is building a 250,000-square-foot laboratory. The lab, which will be strategically located on a 16-acre site within the secure environment of the New Jersey State Police grounds in West Trenton, New Jersey, is projected to be completed by early 2010.

At the same time, DHSS has also been pursuing shorter-term remedies, including purchase and installation of a modular 3,000-square-foot Biosafety Level 3 containment laboratory next to the existing laboratory building.

In addition, DHSS acquired a satellite lab facility in order to provide additional and critically needed laboratory space for chemical terrorism agent (CT) and biomonitoring testing activities which could not be performed at the existing central laboratory due to multiple facility restrictions. Completed in November 2004, this major laboratory retrofit took almost a full year of concerted efforts in the planning, design and implementation. The entire Environmental and Chemical testing service area with the exception of Radiochemistry was

successfully transferred into this retrofitted laboratory. The specific benefits include a newly designed environmental and chemical terrorism laboratory, with each area specifically designed to meet the technically complex, instrumentation specific, mission based testing objectives. This enhanced laboratory environment will allow the DHSS to expand its testing capabilities to now include blood/urine analysis for trace metals, cyanide compounds, nerve agents, and food products for chemical adulterants.

BioWatch Early Warning Program

New Jersey is participating in BioWatch, a nationwide early warning program that monitors the environment for a number of key biological and disease-causing agents. Designed to sample the air daily for pathogens that terrorists might use, BioWatch has the potential to identify an airborne disease before it manifests itself in the population or the potential to shorten the time it would take to make a presumptive diagnosis if a mass outbreak were to occur. Developed and funded by the U.S. Department of Homeland Security, with assistance from the U.S. Environmental Protection Agency (EPA) and the Centers for Disease Control and Prevention (CDC), the program is implemented at the state level by the state Departments of Environmental Protection (DEP), Agriculture, and Health and Senior Services. Under BioWatch, monitoring stations are placed at various locations and samples are collected on filters at the stations. The samples are picked up daily and transported to a laboratory for analysis. If an analysis confirms the presence of a biological agent, the state is responsible for initiating a response plan with the help of its federal partners. Geared for metro-

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politan areas, the program started in New York City in January 2003 and has expanded to 30 cities. New Jersey is now considered its own BioWatch agency and is expanding its monitoring capabilities throughout the state.

New Jersey Department of Agriculture — Disease Surveillance

The New Jersey Department of Agriculture (NJDA) has primary responsibility in the state for detecting and deterring the spread of any terrorist-related or other highly pathogenic or economically devastating diseases or pests affecting animals or plants.

The NJDA provides surveillance and detection for exotic or new plant pests and diseases for the plant industry. Through its Division of Animal Health it also provides surveillance and detection for regulated and reportable diseases, Foreign Animal Diseases, Emerging Diseases, Endemic Diseases and Zoonotic Diseases. It conducts routine inspections and site evaluations of animal auctions, animal markets, farms and production houses. In conjunction with the Department's Diagnostic Lab, the Division of Animal Health's staff collects samples as part of the surveillance and detection program. The lab is able to provide bacteriology services, serology services, virology services, pathology services and other diagnostic services.

During 2005, the NJDA sponsored a number of group and one-on-one training sessions on bio-security, disease prevention, surveillance and detection, to educate its constituents. Among the recipients of the training were NJDA staff, Rutgers County Extension Agents, nutrition program managers, veterinarians, entomolo-

gists, horticulturists, dairy and cattle farmers, live bird market handlers, sheep and goat farmers, nursery growers, and vegetable farmers.

New Jersey Animal Emergency Working Group

The New Jersey Department of Agriculture continues to provide oversight of and coordination for the New Jersey Animal Emergency Working Group (NJAEWG). The Working Group addresses how to prevent the spread of various diseases in the animal population and addresses how disasters or emergency situations affect domesticated animals. Consisting of more than 100 persons representing a broad range of organizations, including animal rescue services, animal transport agencies, animal control officers, emergency management professionals, breeder associations, veterinarians and various departments of state government, the Working Group operates under the auspices of NJDA's Division of Animal Health and the State Office of Emergency Management. A permanent committee of the New Jersey Domestic Security Preparedness Planning Group, the Working Group is charged with:

- Developing safe, effective and efficient responses to animal emergencies.
- Protecting public health and the environment, including wild and domesticated animals, and ensuring the humane treatment of animals during emergency situations.

To jump start the Working Group's capability to function within an authorized incident command structure, NJDA sponsored a State Animal Response Team (SART)

symposium and brought in subject matter experts to hear how North Carolina developed and is progressing with its SART and CART teams. Adopting this structure will enable New Jersey to coordinate, plan and respond to emergencies involving animals on the local and state levels.

In addition, as part of the oversight group for the County Animal Response Teams (CART) and the State Animal Response Team (SART), NJDA helped counties revise their County Animal Emergency Plans and reviewed the plans to ensure they follow the guidelines set by the Animal Emergency Working Group.

NJDA also sponsored its yearly Animal Emergency Management Symposia in January 2004 and 2005 to help prepare the AEWG members in response and recovery. The symposia offered presentations topics such as animal rescue and recovery during the Exxon Valdez incident and Hazmat awareness.

NJDA successfully piloted a joint project with the NJDEP and NJDOT to study composting as an alternate method for animal carcass disposal. The pilot project was set up in two regions and conducted over a seven-month period. Deer and cattle carcasses were placed inside piles of readily available wood chips. The piles were monitored and at the end of the time period the piles were “opened” to reveal only a few large bones and compost. NJDOT will explore utilizing this cost-saving method to its deer-disposal operations.

Medical Reserve Corps Program

The Department of Health and Senior Services launched the state-wide New Jersey Medical Reserve

Corps Program and Registry on August 5, 2005. The NJMRC program was created under the auspices of the New Jersey Citizen Corps Program, New Jersey’s program, overseen by the State Office of Emergency Management, that implements the federally organized program that is designed to strengthen all states’ overall domestic security preparedness under the auspices of the U.S. Department of Homeland Security. In an effort that complements the national program, New Jersey’s Emergency Health Powers Act (P.L.2005, c.222) establishes an Emergency Health Care Provider Registry and requires the Commissioner of Health to establish a formal registry of emergency health care volunteers.

The NJMRC program is founded on the belief that healthcare professionals and community health volunteers can play a vital role in assisting and augmenting public health resources at the county and local level in the event of a public health emergency caused by a terrorist attack or other natural incident. Volunteers may be called on during a public health emergency to perform a variety of functions needed to protect the health of New Jersey citizens, including staffing vaccination and antibiotic dispensing clinics, shelters and evacuation centers and providing emergency care. Volunteers will be required to participate in training and education programs which will be established and outlined by the New Jersey DHSS and provided by county and local health agencies.

As of November 2005, there were 680 approved and registered volunteers in the NJMRC Registry. Ultimately, New Jersey will have a registered and recognized Medical Reserve Corps unit located in every county. The Health Care Professional Com-

As of November 2005, there were 680 approved and registered volunteers in the New Jersey Medical Reserve Corps Program.

ponent of the NJMRC Program will serve as the mechanism for establishing the state-based Emergency System for the Advance Registration of Volunteer Health Professionals (ESAR-VHP) Program for New Jersey and will be integrated with the NJMRC Program.

DHSS supported the Region II MRC conference held in Manalapan, New Jersey. At this conference, national and state health officials addressed the participants and highlighted the resources this dedicated group of individuals can bring to a health emergency.

New Jersey Medical Reserve Corps volunteers participated in the Hurricane Katrina efforts. Several New Jersey Medical Reserve Corps volunteers served with the National MRC Program and the American Red Cross mission in providing response and recovery efforts to the hurricane's affected areas. A physician from Bergen County was deployed through the Emergency Management Assistance Compact (EMAC) process to New Orleans, to provide medical assistance to the New Jersey Law Enforcement contingency that was deployed from New Jersey.

Medical Coordination Centers

As a result of increased threats of public health emergencies and in response to changing health system responsibilities, DHSS, in consultation with New Jersey experts in healthcare, concluded that during a large-scale public health emergency a coordinated and cooperative effort among health care facilities would be critical. In an emergency, healthcare facilities must coordinate efforts to most effectively manage patient care, maintain individual facility integrity and maintain the integrity of the

healthcare system as a whole. As a result of these discussions, the Medical Coordination Center (MCC) program was begun in March 2005 in the five public healthcare regions of New Jersey. MCCs are information-gathering centers located in hospitals that will collect data on incidents, especially about surge capacities, and report them to the state Health Command Center. Hospitals need to renovate facilities to house the MCCs, and renovations at the nine hospital-based coordination centers participating in the five regions was begun after DHSS reviewed and approved the projects. Several of the infrastructure projects are ahead of schedule, with anticipated opening by the end of 2005. The remaining programs are scheduled to be completed in the first quarter of 2006. The MCC program will greatly improve the coordination of statewide healthcare information during emergencies.

In addition, DHSS developed standard operating procedures to provide guidance in the development of Regional MCC advisory councils. These councils are reflective of the public health, healthcare and emergency management systems within the state.

Mass Prophylaxis

In FY 2004, CDC launched the Cities Readiness Initiative (CRI) to increase and enhance the readiness of selected cities and metropolitan areas to respond in a timely manner to a bioterrorism attack over a large geographic area with an agent such as anthrax. As part of CRI, antibiotics must reach the population within 24 to 48 hours to have the greatest lifesaving effect. For the current fiscal year that program has been expanded to include widened geographic areas within the Philadelphia

and New York City regions. Four counties in southern New Jersey and another nine counties in the northern region are included in this expansion.

These thirteen counties, in collaboration with DHSS staff, have completed development of a planning template for the rapid distribution of medications for first responders and their household members. This will allow them to continue to deliver essential services and reduce the numbers of citizens that need to access Points of Dispensing (POD). Efforts are now underway to develop plans and supporting standard operating procedures to accomplish this goal in each LINCS agency. This will also include introduction of the plan to all townships and first responder entities within their jurisdiction and advance registration of all first responders. Future efforts will focus on similar guidance for distribution plans for fixed facilities and the public.

Emergency Pharmaceuticals and Medical Supplies

The New Jersey Department of Health and Senior Services continues to enhance the state's ability to provide its healthcare system with the pharmaceuticals and medical supplies necessary when responding to a public health emergency. The state uses a three-tiered approach that relies on local caches of medical materials and pharmaceuticals, a State Strategic Stockpile (SSS), and the Strategic National Stockpile (SNS).

The SNS is the Centers for Disease Control and Prevention-owned and managed cache of critical pharmaceutical and medical supplies available for deployment to states and communities in time of public health emergency.

CDC's performance goal is to make the SNS available to states within 12 hours after federal approval of a state's SNS request. DHSS has developed a SNS plan, an appendix to New Jersey's Emergency Operations Plan, that provides the protocols for New Jersey's request, acceptance, security, delivery and accounting of SNS products. DHSS is aggressively updating all of its plans to adopt CDC's latest SNS guidance material.

Using lessons learned from the TOPOFF 3 exercise, DHSS is meeting with county health officials to help enhance the capabilities of local Receipt Stage and Storage (RSS) sites. DHSS has signed a memorandum of agreement with CDC for deployment of SNS materials and for the receipt and storage of CHEMPACK, a response package similar to the SNS but providing antidotes tailored to chemical nerve agents.

CHEMPACKs differ from the SNS in that the chemical antidote stores, although federally owned, are pre-deployed throughout New Jersey as determined by the state. DHSS, along with its partner agencies, met the CDC requirements for deployment of CHEMPACK assets in September 2005 and was recognized as a model for both its ability to partner with other participating agencies and to develop site selection criteria. Initially, 10 pilot sites in New Jersey's northeast region will receive 16 CHEMPACKS providing treatment regimens for approximately 16,000 persons. The CDC was to deploy CHEMPACKS to New Jersey by the end of 2005. Once all 50 CHEMPACKs are in-state, New Jersey will have enough antidotes to treat approximately 50,000 victims of chemical nerve agents.

The New Jersey Department of Health and Senior Services continues to enhance the state's ability to provide its healthcare system with the pharmaceuticals and medical supplies necessary when responding to a public health emergency.

Augmenting the SNS is our Strategic State Stockpile (SSS), a first-line resource of pharmaceuticals and medical supplies immediately available to New Jersey's health system in the event of a chemical or biological event. A stand-alone resource, the SSS is designed to bridge the gap between the depletion of pharmaceuticals on hand at the state's healthcare facilities and the arrival of the SNS. In February 2005, DHSS managed the in-state identification and delivery of cyanide antidote kits to treat suspected cyanide poisonings. The SSS continues to grow in size and capability, through the identification and purchase of antibiotics and medical supplies and the inclusion of private and public partners. The SSS maintains its caches strategically throughout the State to ensure rapid delivery to health care providers and our citizens.

The state has also helped healthcare facilities shore up their stocks of relevant in-house pharmaceuticals. For example, via the Healthcare Facility Preparedness Grant Program, the state provided funding to hospitals to purchase antimicrobials for patients. In addition funds were provided for hospitals to purchase antibiotics for prophylaxis of the facilities' staffs and the staffs' family members for a period of 72 hours. Hospitals are required to develop a plan to provide these oral medications or vaccinations to all staff and their families in a timely manner.

DHSS also provided funding to five of the Medical Coordination Centers (MCC) to purchase 18,000 treatment courses of oseltamivir for treatment and prophylaxis of influenza including avian influenza (H5N1) strain.

Hospital Preparedness

In 2005, DHSS awarded more than \$5.5 million in healthcare facility preparedness grants divided among all of the state's 84 acute care hospitals and 10 Federally Qualified Healthcare Centers (FQHCs). The overarching objective of these grants was to enable healthcare facility entities to respond to terrorist incidents and public health emergencies through optimized triage, isolation, diagnosis, treatment or coordinated diversion of multiple victims during a mass casualty incident. These grants provide the New Jersey healthcare system with funding for equipment purchase, facility enhancement, staffing, and, training and education reimbursement. . Priority areas for funding include the development of pharmaceutical caches, influenza pandemic planning, purchase of personal protective equipment, and training and fit testing of personal protective equipment.

Healthcare facilities have received a total of \$14.5 million for emergency preparedness initiatives over the last 3 years.

Building Local Health Department Capacity and Workforce Development

Under the direction of, and in collaboration with the Department of Health and Senior Services, each LINCS (Local Information Network and Communication Systems) agency has formed a bioterrorism team. These teams provide leadership for — and coordination of — planning and preparedness initiatives at the city, county and multi-county level. The department meets and works with these agencies regularly to monitor, assess and evaluate their programs through on-

site visits, drilling and exercising. (DHSS's training initiatives to support the LINC-based bioterrorism teams are noted in this report's chapter on training.)

DHSS has taken an "all-hazards" approach to its health preparedness efforts. Building local public health capacity to prevent and respond to bioterrorism, also creates the strong foundation needed to protect the public health. The complex challenges of public health in the 21st century cannot be met by any one single entity

For the past seven years, DHSS has striven continuously to upgrade public health capacity and infrastructure. The Public Health Practice Standards of Performance for Local Boards of Health in New Jersey, adopted in February 2003, established the mechanism by which the process has been accelerated. The Practice Standards require a strategic, regional approach to health practice and performance. In the past two years, 13 Governmental Public Health Partnerships (GPHPs), comprising health officers and other governmental providers of health-related services, have been formed covering 20 counties and two cities (Paterson and Newark). The GPHPs have taken the lead in strategic, system-wide health planning using a nationally recognized planning tool called MAPP (Mobilizing for Action through Partnerships and Planning), thus engaging thousands of potential partners. The intended net outcome of this effort will be:

- 1) identification of gaps and elimination of duplication in services,
- 2) ability to leverage existing resources in each community for maximum impact on improving community health and

- 3) identification of vulnerable populations in need of assistance in the event of a wide-scale disaster.

To date, 150, or nearly 25 percent of all Local Boards of Health in New Jersey, have participated in the first phase of a governance assessment, and 110 health departments have completed the Assessment Protocol for Excellence in Public Health (APEXPH), a self-assessment tool with a built-in Continuous Quality Improvement (CQI) component. The results of these assessments will now serve as one of many components that inform county-wide health improvement planning, statewide, and the implementation of regional plans by 2007.

Risk Communication

In the past year, DHSS's Office of Communications has provided significant enhancements to its capacity for risk communication.

Staff refined its comprehensive plan for communicating with the public during health emergencies. The plan establishes protocols for developing, approving and disseminating public health information. It addresses coordination with public information officers at local health departments and hospitals. It includes protocols for staffing and staff assignments, as well as the use of pre-written and pre-approved materials, including message maps, fact sheets and press release templates on various health and disease threats.

These pre-approved materials were produced by and packaged as a shelf kit of Category A agents (dangerous biological agents such as anthrax, smallpox, tularemia, etc.), which was distributed to local health department public information officers.

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In preparation for the national TOPOFF 3 exercise, the Office of Communications enhanced its outreach and coordination efforts with staff from agencies making up New Jersey's healthcare infrastructure. Staff conducted three state-wide seminars on risk communications, one for hospital public information officers, another for local public health information officers and a third in-house risk communications seminar for DHSS senior staff. The Office of Communications conducted several exercises to test risk communication plans and coordination.

Emergency Health Powers Act

The New Jersey Emergency Health Powers Act, P.L.2005, c.222, one of the Task Force's priority legislative initiatives, was signed into law on September 14, 2005. A landmark in New Jersey public health, the law enhances and modernizes the statutory foundation so that the state can better prepare for, respond to, and manage the consequences of public health emergencies. This legislation has many important provisions. Most notably, it grants express authority to declare a Public Health Emergency and defines a "public health emergency" using an all-hazards approach. It creates a Volunteer Emergency Health Care Provider Registry, provides due process provisions for isolation and quarantine and provides liability protections and workers' compensation coverage for Volunteers. These provisions are already being used in developing and staffing New Jersey's volunteer Medical Reserve Corps. The legislation also recognizes the need to effectively prevent, detect, manage and contain emergency health threats without unduly interfering with civil rights and liberties.

In coordination with the Office of the Attorney General, DHSS will proceed with rule making to implement the terms of the Emergency Health Powers Act (EHPA), particularly with respect to defining the specific authority of LINCS officers and the Biological Agent Registry.

Rutgers University, Cook College Office of Continuing Professional Education (OCPE) is expected to support DHSS in delivering training on provisions of the Emergency Health Powers Act to public health professionals in New Jersey. OCPE administers the 40-hour Bioterrorism and Public Health Emergency Preparedness certificate program as well as the New Jersey Learning Management Network, which provides distance learning training and workforce development activities for public health professionals. OCPE will provide the logistical support for this project by developing audio-visual materials and handouts for participants, marketing and promoting the training programs to the targeted audiences, and providing an online registration service that is available 24 hours a day, seven days a week.

Law Enforcement Response-Prevention and Protection

The Domestic Security Preparedness Act directs the Task Force to “prevent terrorist attacks” and calls on it to “preserve, protect or sustain the public safety.” These two functions, prevention and protection, fall largely to law enforcement, through intelligence gathering, surveillance and deployment of uniformed and undercover staff and other resources.

Analyzing Potential Threats and Responding to Meet Them

In general terms, the Office of Counter-Terrorism (OCT), created by gubernatorial executive order in 2002, gathers information and intelligence about potential terrorist threats, analyzes them and, ultimately, helps determine the proper law enforcement response. The New Jersey State Police has had primary responsibility for coordinating the state’s law enforcement response, but this response has truly been cooperative and multi-jurisdictional, cutting across all levels of law enforcement — state, county, local and federal — as well as reaching into the private sector. In addition, when OCT has determined a need for additional protection at particular critical infrastructure sites, the State Police has also coordinated requests to the state Department of Military and Veterans Affairs to deploy National Guard members to protect various sites. Guard members have been deployed to protect such critical sites as Newark Liberty International Airport, as well as New Jersey Passenger rail, and the state’s Hudson River crossings, facilities and trains.

Also available for law enforcement response is a Rapid Deployment Force that has been established as part of New Jersey’s Urban Area Security Initiative (UASI). The state created a UASI Rapid Deployment Force (RDF) to provide immediate response capabilities for the law enforcement

community in New Jersey, especially in the northeastern UASI region. The force counts approximately 1,000 officers from 135 municipal and county law enforcement agencies in the six-county UASI area, as well as a contingent of State Troopers. The RDF has been provided with standardized training in weapons of mass destruction awareness and operations, HAZMAT awareness and operations and Incident Command Systems. The RDF has also been provided with standardized equipment. The combination of standardized training and equipment allows the RDF to respond capably and safely to terrorist incidents, especially those dealing with chemical, biological, radiological, nuclear and explosive devices.

During the past two years, New Jersey has had numerous opportunities to test its model of combining OCT’s intelligence gathering and threat assessment responsibilities for the guided deployment of law enforcement resources.

Office of Counter-Terrorism

The Executive Order that established OCT set its mission as “identifying, detecting and deterring terrorist activity” by focusing on intelligence gathering and analysis, investigations, training and helping to protect critical infrastructure. Unlike the great majority of state-level agencies across the country involved in homeland security activities, the Office of Counter-Terrorism has law enforcement powers and conducts its own investigations.

OCT Investigations

During 2004-2005, OCT conducted a number of terrorism investigations that included the use of confidential informants, electronic surveillance and other covert investigative tactics.



One investigation that began as a case regarding document fraud, often a precursor crime to terrorism, resulted in June 2005 in 11 State Grand Jury indictments and the issuing of arrest warrants charging 19 New Jersey residents with trafficking in fraudulent documents or using fraudulent documents to obtain valid New Jersey Motor Vehicle Commission (MVC) drivers' licenses or identification documents. The investigation, coordinated by OCT and the New Jersey State Police and prosecuted by the Division of Criminal Justice, uncovered an underground operation which sold fraudulent Philippine immigration and identification documents to illegal immigrants from that nation. Through the use of fraudulent Philippine passports, drivers' licenses, and other purportedly official Philippine and immigration documents, the alien residents were able to obtain valid New Jersey MVC drivers' licenses and identification documents in an attempt to establish legitimate residency in the state.

In July 2005, following an investigation, OCT also arrested several persons related to a group called Stop Huntington Animal Cruelty, or SHAC, and charged them with several counts of criminal mischief. Members of SHAC oppose the research efforts of Huntingdon Life Sciences, a British company that has a facility in Middlesex County, because the company conducts laboratory testing on animals.

Tips and Leads

OCT continued to monitor its toll-free terrorism tip line (866-4-SAFE-NJ), a 24-hour, seven-day-a-week number for law enforcement and the general public to use to report suspicious activity that may be linked to terrorist activity. This telephone number is displayed on

message sign boards maintained by the New Jersey Department of Transportation and the New Jersey Turnpike Authority during special periods of heightened alert.

OCT handles approximately 4,000 tips yearly, approximately 10 percent of which come in from the public on the toll-free tip line.

Intelligence Gathering

Among its recent intelligence gathering activities, OCT has

- Established a Terrorism Intelligence Fusion Center (TIFC) in its new location in Hamilton; the TIFC is a collaborative effort that combines the resources, expertise and information of local, state, regional, federal, and private sector stakeholders to maximize the ability to detect, prevent, apprehend and respond to terrorist activity.
- Finalized plans for a Sensitive Compartmented Information Facility (SCIF) adjacent to its TIFC. The SCIF will be a facility with secret/top-secret security features which will allow OCT to collect and analyze all sources of terrorist threat information.
- Produced written intelligence products, including several "Intelligence Reports" on topics such as the terrorist threat to rail, schools, ports, casinos, and the threat from terrorist use of Vehicle Borne Improvised Explosive Devices (VBIED) and chemical weapons; published "Advisories" and "Bulletins" in order to convey time-sensitive information to state and local law enforcement and the private sector on topics such as Usama Bin Laden and Zawahiri audio and videotapes and terrorist activities around the world that might provide templates for

activities in New Jersey and the United States. Also published a weekly information update for New Jersey law enforcement officers called “Infoshare.”

“Infoshare” assesses current events related to terrorism and contains information on upcoming training opportunities.

- Prepared and delivered comprehensive threat briefings to the Governor, Attorney General, the Domestic Security Preparedness Task Force, the Infrastructure Advisory Committee, Department of Health and Senior Services, New Jersey County Counter-Terrorism Coordinators, County Critical Infrastructure Coordinators, the Board of Public Utilities, state and local law enforcement groups, school officials, health officials, fire inspectors, and private sector groups; also, briefed Task Force principals regularly on specific topics of interest.

State Police — Creation of the Homeland Security Branch

In February 2004, State Police underwent the largest reorganization in the Division’s history precisely to facilitate deployments when homeland security alert levels changed, as well as to address New Jersey’s homeland security initiatives. The Division also created the Homeland Security Branch to provide a continuing preventive level of homeland security and public safety through the coordination of statewide resources. The goal of the Homeland Security Branch is to provide an increased capacity in responding to changes in levels of the Homeland Security Alert System or an event that necessitates additional mobilization of resources in concert with partners in law enforcement, intelligence, the private sector and emergency response.

The Homeland Security Branch integrates an all-hazards approach toward man-made or natural disasters. The Special Operations Section offers an operational deterrence and response capability through tactical and high visibility strategic missions while the Emergency Management Section focuses on planning, preparedness, mitigation and disaster response.

Response to Madrid Bombings

New Jersey’s response to the bombings in Madrid, Spain, in March 2004, was the first significant terrorist event to test the mission and philosophy of the Homeland Security Branch. Within hours of determining that the bombings were linked to terrorism, a tactical deployment was initiated, sending air, land and sea assets to assist and support the New Jersey Transit Police Department. This partnership among state agencies continues to be strengthened, allowing troopers and transit police officers to randomly patrol New Jersey Transit facilities and rail apparatus on a continuing basis. In addition, the State Police’s Aviation Bureau provided additional surveillance of rail lines from the air and continues to perform that function as needed.

Raised Alert for Financial Sector

In August 2004, the Federal Bureau of Investigation and the U.S. Department of Homeland Security alerted the state and the world that the headquarters of a major financial services company in Newark had been targeted by members of al Qaeda, along with financial services landmarks in New York City and Washington, D.C., for possible attack. DHS raised the Homeland Security Alert System threat level to orange for the

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financial sectors in these three locations. OCT and State Police Counter Terrorism Bureau staff assigned to OCT then analyzed specific threat potentials, researched all previous tips and leads that had been processed regarding suspicious activity at the Newark facility and reanalyzed all tips and leads related to the financial sector. OCT also worked with State Police and various local police departments to deploy officers to provide the needed level of protection at Newark facility and other financial services locations in the northern part of the state, until the alert was lowered. The New Jersey Department of Transportation also responded by deploying more than 2,600 linear feet of “Jersey Barrier” curb in Newark and Jersey City to provide additional protection to financial centers. Throughout this elevated alert, which ended in January 2005, OCT and State Police, NJDOT and other Task Force agencies worked cooperatively with local, county, and federal law enforcement agencies in a vital spirit of cooperation.

Response to 2004 Republican National Convention

The Homeland Security Branch’s Emergency Management Section and Special Operations Section orchestrated support operations for the Republican National Convention (RNC) held in New York City in late August and early September 2004. Activities included: fully activating the State Emergency Operations Center, establishing an advanced command post in Essex County, deploying special security units to monitor public mass transit into New York City, increasing the state’s public health readiness posture and creating a robust liaison network with New York City’s Police Department, the Port Authority of New York and New Jersey, New Jersey Transit, New

York City OEM, FEMA Region II and the Principal Federal Official (PFO) in charge of convention security operations.

The UASI Rapid Deployment Force was also successfully mobilized during the RNC. RDF officers worked hand-in-hand with State Troopers to conduct inspections of trucks traveling into Manhattan to provide additional security.

Additionally, the National Guard’s Joint Operations Center in Lawrenceville was fully operational from mid-August through the conclusion of the RNC in early September. Aviation assets were deployed to provide air interdiction and transport support for New Jersey State Police operations. Emergency Management Assistance Compacts (EMACs) were exercised and resulted in the deployment of out-of-state Civil Support Teams from Kentucky and Michigan. Although, ultimately, there were no significant activities and Guard Force Commanders did not deploy their reaction forces, the situation provided an excellent opportunity to exercise the Guard’s deployment plans.

In coordination with these efforts, NJDOT installed a 360-foot barge offshore from Liberty State Park in Jersey City. The barge was outfitted to provide to serve as a docking station for multiple ferries from New York City in the event that any type of evacuation of the city were needed during the convention. The barge remains in place to serve that function in an emergency evacuation.

In addition, the New Jersey Department of Agriculture was involved in contingency planning with the New Jersey Department of Human Services to support human needs by making available NJDA’s bulk food

commodities and food resources were they to be needed in response to an incident. In addition, NJDA, through the Animal Emergency Working Group (AEWG), developed contingency plans for temporary emergency animal sheltering, if people needing to evacuate as a result of an incident at the convention brought their pets with them.

Response to London Subway Bombings

In the wake of the suicide bombing attacks on the London subway system in July 2005, the state mobilized once again. Within the Homeland Security Branch, State Police's Deployment Services Bureau coordinated the resources of the Special Operations Section in a highly visible transit deployment scheme. Augmenting increased patrols by New Jersey Transit Police, Special Operations Section personnel were assigned to train ride-along programs, platform visitations, and T.H.R.E.A.T (Target Hardening Response & Emergency Activation) deployments in a proactive effort to thwart any terrorist event. State Police's Events Planning Unit also coordinated and deployed NJSP resources and assets for major bus, rail, and ferry infrastructures within the state. As of July 2005, State Police's Transportation Safety Bureau had dedicated more than 6,000 personnel hours to the New Jersey Transit/Amtrak train ride-along detail focusing on security checks of the major passenger rail systems in the state.

Additionally, using a specific protocol that had been previously developed by a Task Force subgroup and the New Jersey Division of Criminal Justice to ensure that citizens' privacy and civil liberty rights were not infringed upon, New Jersey Transit

Police for the first time began random searches of train passengers' bags and luggage as a deterrent to potential terrorists.

Additional Homeland Security Branch Activities

- **The Detect and Render Safe Task Force** was co-coordinated by the Arson/Bomb Unit, which was responsible for ensuring that the nine additional county and local bomb units in the state were provided standardized equipment and training. To date, members of the Arson/Bomb Unit have purchased and disbursed approximately \$2.5 million of bomb equipment from the Homeland Security Grant Program. All this equipment is for outside agency bomb squads to include the construction of 10 identical bomb response trucks that will be in-service in the near future. Also, the Unit has coordinated several joint training opportunities throughout the state for all the bomb squads.
- The Arson/Bomb Unit responded in 2005 to 170 missions involving suspected explosive devices, conducted 200 bomb sweeps, 30 lectures and examined 160 fire investigations involving the loss of property that is in excess of \$20 million
- The Canine Unit provided statewide standardized training for 110 handlers and canines, 40 of which were trained in explosives detection for use with the Detect and Render Safe Task Force. In addition, it responded to 9,440 missions and sweeps that resulted in the recovery of \$5.4 million in US currency, and in excess of \$15.2 million in narcotics.
- Aviation Bureau personnel conducted 1,344 Homeland Security/Police missions during 2005 that provided random over flights of

Using a specific protocol developed by a Task Force subgroup and the New Jersey Division of Criminal Justice to ensure that citizens' privacy and civil liberty rights were not infringed upon, New Jersey Transit Police began random searches of train passengers' bags and luggage.

the state's critical infrastructure, including rail lines, maritime channels, major roadways and interchanges, and urban centers. These missions took place during evening and daylight hours, and were most notably increased during events and/or elevated alerts.

- The Hazardous Materials Response Unit handled 325 homeland security missions including chemical, biological, radiological, nuclear, and explosive agent surveillance and detection, evidence collection, sampling and identification of CBRNE materials, decontamination, environmental monitoring, scene management, and resource acquisition and management. In addition, the Unit evaluated the county CBRNE response capabilities for 17 New Jersey counties.
- Initiated Operation Safe Freight which deploys State Police Transportation Safety Bureau Commercial Vehicle Inspection experts, Canine Unit, Hazardous Material Response Unit, Bomb Unit, and Narcotics Bureau personnel, along with the State Department of Environmental Protection and Division of Taxation assets, in order to comprehensively inspect commercial vehicles. A total of nine details was conducted in 2005, placing countless unsafe vehicles out-of-service, along with the recovery of \$1,000,580 in previously uncollected taxes.

Memorandum of Agreement with U.S. Coast Guard

The State Police's Marine Services Bureau will be responsible for carrying out the law enforcement functions of the Task Force-Developed memorandum of agreement (MOA) with the U.S. Coast Guard. Signed by Governor Codey and the Coast Guard in

December 2004, this agreement makes New Jersey only the second state in the country to grant federal law enforcement powers to State Police marine officers in federal maritime security zones, effectively providing a regional, cooperative approach to port security.

To help with its added homeland security responsibilities and responsibilities in implementing the MOA with the Coast Guard, the Marine Services Bureau, using federal homeland security grant funds, ordered a 28-foot patrol vessel and four 22-foot patrol vessels that will enable personnel to conduct marine operations, e.g., naval/tanker/cruise ship escorts, critical infrastructure checks, side scan sonar, etc., in any weather or sea condition. The Bureau also ordered a remote underwater camera and trailer that enables personnel to conduct marine inspections of naval/tanker/cruise ship escorts, critical infrastructure checks in any weather or sea condition. The Bureau is continuing in its commitment to its Maritime Security Initiative that enlists the support and interaction with local, private and corporate waterfront communities through education and a point of contact, in an effort to identify and then report criminal and/or terrorist activities on and around the waterways of New Jersey.

Information Sharing and Outreach Efforts

The 9/11 Commission's Report (July 2004) is replete with references to the failures in information sharing that, in large part, resulted in an inability to intercept and prevent the September 11, 2001, attacks on the World Trade Center and Pentagon. The report makes reference to the many individuals who testified before the committee regarding government's repeated failures to "connect the dots."

In many respects — anticipating similar efforts at the federal level — sharing information was structured into the Domestic Security Preparedness Task Force. Its foundation as a multi-jurisdictional body is predicated on the need to bring agencies together to make sure that vital information is shared and shared effectively. The Task Force's Domestic Security Preparedness Planning Group has adopted as one of its core functions an aggressive policy of sharing information. The Planning Group's monthly general meetings provide its broadly representative membership of academics and state, law enforcement, first responder, disaster volunteer and charitable agencies with routine updates on the status of state, regional and national counter-terrorism and preparedness issues.

Task Force agencies are thoroughly engaged in information sharing with their federal counterparts to integrate state and federal efforts. For example, the Attorney General's Office, State Police and the Office of Counter-Terrorism routinely share law enforcement information with the Federal Bureau of Investigation (FBI), the Department of Homeland Security and other federal law enforcement agencies. State Police personnel and State Investigators are assigned to the FBI's Joint Terrorism Task Forces, both operating from the Newark and Philadelphia FBI offices. The New Jersey Department of

Agriculture works closely with the U.S. Department of Agriculture (USDA); the Department of Health and Senior Services collaborates regularly with the U.S. Department of Health and Human Services (DHHS) and the federal Centers for Disease Control and Prevention (CDC); the state Department of Environmental Protection works closely with the federal Nuclear Regulatory Commission (NRC) and the U.S. Environmental Protection Agency (EPA); the New Jersey Department of Transportation works closely with the US Department of Transportation and US DHS's Transportation Security Administration and so on.

This chapter will explore the many ways that the Task Force and its constituent agencies have worked to create a culture of cooperation by institutionalizing information sharing among its many audiences and constituencies — on the state, county, local or federal levels — in many cases by employing and adapting technological means.

Information Sharing for Law Enforcement

SIMS — Two-Way Law Enforcement Intelligence Sharing

New Jersey's Statewide Intelligence Management System (SIMS) is a cornerstone of the state's efforts to share information instantaneously among law enforcement agencies. Built on the proprietary Memex intelligence system, SIMS is a database used to collect and share information on suspected involvement in all types of traditional and nontraditional organized criminal activity. Terrorists gangs, narcotics syndicates, traditional and nontraditional organized crime groups, fraud groups and identity



thieves are all found in its files. The system allows agencies to store their intelligence for their own use or for use by the entire law enforcement community. It also allows them to query the entire database.

In 2003, the Division of State Police and the Office of Counter-Terrorism began adapting the SIMS system for use as a system for reporting, collecting and storing terrorism tips and leads. This was designed to provide a strong technological and investigative tool for detecting and deterring terrorists. Subsequently, State Police and OCT trained the 21 county prosecutors' offices in the use of SIMS. Since 2003, approximately 10,000 tips and leads have been entered into this new function for SIMS.

As a result of its application to counter-terrorism, New Jersey was able to use more than \$4.3 million in funding from the Department of Homeland Security in 2004 and 2005 in order to buy SIMS software licenses for every law enforcement agency in the state. This has had the net result of extending the capabilities of the entire system, which is managed by the State Police — in an all-hazards approach — to the state's entire law enforcement community.

Prior to adapting SIMS for tips and leads, OCT had placed several thousand tips and leads into a homegrown database. In 2004-2005, OCT, successfully updated these data from its "legacy" database into the live SIMS database. Additionally, approximately four hundred leads furnished by the Federal Bureau of Investigation were also entered into SIMS. These two efforts made SIMS a real-time "one-stop shopping" database for conducting historical intelligence information inquiries.

The overall use of SIMS is fostering

what can be termed "intelligence-based policing" exponentially multiplies the abilities of New Jersey's law enforcement community to attack the scourges of gangs, drugs, guns and terrorism. Used statewide by all law enforcement agencies for all crimes, SIMS provides for rapid collection and analysis of intelligence data.

SIMS is a force multiplier. It is truly capable of helping law enforcement to "connect the dots." For example, take a situation in which a detective or witness remembers a suspect with a noticeable scar or a memorable tattoo. When entered into SIMS, a police officer or detective can check these small details against a very large database. Even with the smallest lead, officers are likely to get identifiable "hits." The system not only provides names that can advance an investigation, it also can provide a graphical demonstration of relationships — linking a tattooed suspect or suspected terrorist, for instance, to all of his known associates and to all the criminal cases with which he has been involved.

Regional Operations Intelligence Center (The ROIC)

SIMS is now a major component of the new Regional Operations Intelligence Center, or the ROIC. The ROIC (pronounced "ROCK") evolved from beginnings in 2004, when the Office of the Attorney General recognized the need to create a statewide Operations/Intelligence Center that would provide for an all-crimes, all-hazards approach for law enforcement. Subsequently, the Superintendent of the New Jersey State Police established a working committee to develop an intelligence entity that would combine the efforts the Division's Homeland Security, Emergency Operations, Intelligence and Communications functions.

In January 2005, the ROIC began operations. Its mission is to develop, build and support a consolidated statewide criminal intelligence-sharing and emergency operations system. This fusion of critical functions allows all participating New Jersey agencies to gather, analyze, protect and share credible information and intelligence in a real-time environment. It also facilitates an effective response to critical incidents and enhances the state's ability to identify, investigate, prevent, deter and defeat criminal and terrorist activities.

To ensure an effective span of control, the ROIC is divided into two units; the Operations Center Office (OCO) which handles the ROIC's operations and communications functions, and the Intelligence Center Unit (ICU) which handles the intelligence and information sharing functions. These two entities are supervised by the ROIC Director.

Working 24 hours a day, 365 days a year, ROIC personnel:

- Collect and analyze intelligence information entered into SIMS by local, county, state and federal law enforcement, and disseminate applicable information to participating law enforcement agencies.
- Evaluate intelligence information for reliability, validity, sensitivity classification, timeliness and conformity under 28 Code of Federal Regulations, Part 23 (28CFR23).
- Provide analysts with intelligence necessary for tactical and strategic planning.
- Provide threat analysis crucial for directing homeland security initiatives.
- Document intelligence germane to terrorism in SIMS and immediately

disseminate that information to the Office of Counter-Terrorism and the Federal Bureau of Investigation.

- Work in direct cooperation with the State Police Homeland Security Branch, and provide support in all matters of mutual concern.
- Serve as the Investigations Branch's principal point of contact during activation of the Emergency Operations Center.

Additional services and capabilities provided by the ROIC include:

- Publication of a Daily Intelligence Bulletin.
- Advanced communications for providing alerts to law enforcement and citizens (through Reverse 9-1-1, "The Communicator!").
- An automated data logging system with statistical platform
- Shadow Traffic Information Link

The ROIC also has access to an array of services and databases such as the HSIN, FBI's LEO system, EPIC, Accurant and E-Team.

Since its inception in early 2005, the ROIC has progressed well above original expectations. A number of Task Force agencies, including the departments of Environmental Protection (DEP) and Transportation (DOT), Board of Public Utilities (BPU) and the Division of Fire Safety in the Department of Community Affairs (DCA), are considering becoming partners in the ROIC's operations.

Office of Counter-Terrorism Information Sharing

Since its beginnings, the operations of the Office of Counter-Terrorism have been founded on the principle of sharing information with as wide a network of law enforcement and private sector partners as possible.

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One of the Office's first initiatives was to designate a County Counter-Terrorism Coordinator in each of the 21 county prosecutor's offices, who was responsible for acting as county law enforcement liaison between local police and OCT and federal law enforcement officials. Within the ambit of this report, the County Counter-Terrorism Coordinator has been joined in each prosecutor's office by a Task Force-created County Critical Infrastructure Coordinator, funded by federal homeland security grant monies.

County Critical Infrastructure Coordinators

In 2005, OCT Launched an orientation and training program for the newly hired County Critical Infrastructure Coordinators. This state-wide county resource works on a daily basis with OCT's Critical Infrastructure Program in identifying and inventorying all county-wide critical infrastructures. Additionally, these coordinators will provide expertise within their counties to facility owners and operators who desire assistance with improving their overall security posture. Working under the direction of OCT's Critical Infrastructure Program, the County Critical Infrastructure Coordinators broaden the state's team approach to providing meaningful interactions among law enforcement and the public and private sectors.

Secure Communications with Selected Audiences

OCT developed and launched five secure Web sites to provide updates and information for the following audiences:

- Law enforcement officials
- Infrastructure Advisory Committee members and staff and identified

critical infrastructure sites

- Mayors and other government representatives
- Education officials
- Fire and emergency services officials

In addition, OCT launched a sixth secure Web site that contains compete versions of the Infrastructure Advisory Committee Best Practices for security for all the various IAC sectors.

Persons who are authorized to sign up for these various sites also receive e-mail messages when something new has been added to one of the Web sites.

The Communicator!

OCT also implemented — and continuously updates — a database for the Counter-Terrorism “Communicator!” alert system. This system provides an automated notification of important alerts and emergency information. The “Communicator!” automatically generates a callout/ notification based on predefined incident scenarios, contacting individuals through multiple modalities, including cellular and land-line telephones, analog/digital pagers and e-mail. It delivers incident-specific information or instructions, confirms message receipt, and documents notification, resulting in the generation of comprehensive reports.

Northeast Regional Homeland Security Advisors Compact

OCT was a founding member of the Northeast Regional Homeland Security Advisors Compact. This group includes homeland security advisors from 10 member states (New Jersey, New York, Pennsylvania, Connecticut, Delaware, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont) that meet quarterly to share intelli-

gence, best practices, and funding initiatives. The compact's agencies have biweekly phone conferences to exchange critical and timely information and will ultimately all be linked electronically.

Homeland Security Information Network

OCT also participates as a representative on the Department of Homeland Security (DHS) law enforcement working groups for the Homeland Security Information Network (HSIN) information-sharing initiative. HSIN is being designed by DHS to link all 50 states in a nationwide information-sharing initiative.

Police Institute I-95 Initiative

In collaboration with the Task Force and the Office of the Attorney General, the Police Institute at Rutgers-Newark created an information-sharing network called in the I-95 Initiative. The initiative was started in the aftermath of September 11 for two reasons: (1) to address concerns about how terrorist-related information was being shared between federal authorities and those at the local and state levels; and (2) to demonstrate how information can be communicated laterally among police and security agencies. Currently, more than 25 state and local agencies located along the I-95 corridor, from Maryland to Massachusetts, meet quarterly at Rutgers University to share experienced-based information that may be potentially terrorist-related, such as anomalies confronted in the conduct of routine police patrol. The agencies also share problem solving and investigative activities as well as various best practices.

Information Sharing Needs Assessment Pilot Program

The state Departments of Transportation and Health and Senior Ser-

vices, as well as the Office of Counter-Terrorism and the Morris County Office of Health Management, are participating in an information-sharing pilot program with the Department of Homeland Security's Office for Science and Technology. Funded by a small federal grant and designed to identify vital information-sharing needs before a real crisis strikes, the pilot program will use focus groups and other means to determine what essential information must be shared in response to critical incidents.

Information Sharing with the Public

Office of Recovery and Victim Assistance

Predating the Task Force by several weeks, the Governor's Office of Recovery and Victim Assistance (ORVA) was New Jersey's first effort at information sharing related to the events of 9/11. Created by Gubernatorial Executive Order on September 17, 2001, ORVA was established to share all pertinent information with the families of victims of the attack and to connect victims' families with the various social, financial and governmental services available to them.

ORVA has continued to supervise that process, though delivery of services shifted in 2002 to the Family Advocate Program (FAP), a program that established a not-for-profit corporation, New Jersey Family Advocate Management, Inc. (NJFAM), in conjunction with the United Way of New Jersey to assign family advocates to specific families and injured persons on a regional basis. The experienced advocates then provided comprehensive assistance in obtaining information for the families regarding charitable

The Governor's Office of Recovery and Victim Assistance (ORVA) was New Jersey's first effort at information sharing related to the events of 9/11.

and private organizations; legal, financial and mental health services; and job training and skill enhancement programs.

Providing and Coordinating Victim Services

In June 2005, ORVA completed the operation of the Family Advocate Program. By the end of the program, nearly 700 New Jersey families affected by the September 11th attacks had received services through the FAP. Families were assigned individual advocates to assist them in accessing services, programs and benefits. Thirty-five advocates employed by 13 different agencies participated in the program. ORVA also published a bimonthly newsletter for the families advising them of various events, programs, special services, legislative and judicial updates and other matters of interest relating to September 11th and its aftermath. In addition to the FAP, programs to provide substance abuse treatment for 9/11 victims and provide support to individuals who became unemployed as a result of 9/11, were also brought to completion.

ORVA also coordinated the state's response to the third and fourth anniversaries of the September 11th attacks. In conjunction with the State Police Events Planning Unit and Deployment Services Bureau personnel, Liberty State Park Staff, Department of Transportation, the Salvation Army, the Red Cross and others, ORVA organized and implemented special ferry service for victims' families to and from Ground Zero on September 11, 2004, and September 11, 2005.

Proposed Regulations for Security Exemptions to OPRA

In October 2004, the Attorney General's Office proposed regulations

developed to define in clearer and categorical terms a gubernatorial executive order that required a case-by-case examination of information that should be exempted from the Open Public Records Act (OPRA) because of substantial security concerns. Executive Order 21 (2002) required the Attorney General, in consultation with the Task Force, to promulgate rules striking a balance between the public's right to gain access to government records and the need to deny that access when it would materially diminish the State's ability to protect itself and its citizens. In addition to the normal period for written comment, given the significance of the issue, Attorney General Peter C. Harvey decided to provide an additional opportunity for public testimony at a hearing in July 2005 and opened up the comment period for written submissions as well.

Although the proposed OPRA regulations were designed to strike a balance between the need to protect the state and its citizens against terrorism and the need for the public to have access to public records, the great majority of testimony and written comments indicated that members of the public and various interest groups thought the restrictions were too broad and, in some instances, could have unintended restrictive consequences, for example, on aspects of real estate transactions. As a result, the Task Force will carefully take the public comments into account and repropose the regulations in the near future.

DHSS Risk Communication Activities

In the past two years, actions taken by the Department of Health and Senior Services' (DHSS's) Office of Communications resulted in significant enhancements to the

department's capacity for effective risk communication. Risk communication is a complex issue but, in a healthcare context, generally relates to informing the public about relative risks of taking certain actions. In a bioterror or health emergency situation, the ability to communicate risk to the public is central to maintaining calm and ensuring that the public takes those actions that will be most protective of individuals' and the overall communities' health.

In this regard, DHSS staff refined its comprehensive plan for communicating with the public during health emergencies. The plan establishes protocols for developing approval and dissemination of public health information. It addresses coordination with public information officers at local health departments (LHDs) and hospitals. It includes protocols for staffing and staff assignments, as well as the use of pre-approved materials, including message maps, fact sheets and press release templates.

These pre-approved materials were produced by and packaged as a shelf kit relating to the most virulent Category A agents (which as defined by CDC, include anthrax, botulism, plague, smallpox, tularemia and viral hemorrhagic fevers).

In preparation for the TOPOFF 3 exercise, the Office of Communications enhanced its outreach and coordination efforts with New Jersey's healthcare infrastructure. Staff conducted three statewide seminars on risk communications, one for hospital public information officers, another for local public health information officers, and a third in-house risk communications seminar for DHSS senior staff. The Office of Communications conducted several exercises to test risk communication plans and coordination.

Public Outreach — Ready Together New Jersey

DHSS initiated a statewide public awareness campaign for New Jersey residents. The campaign was based on *Ready Together New Jersey* a public health guide to emergency planning produced in booklet form by DHSS's Office of Communications.

Ready Together New Jersey was distributed in the days leading up to the April 2005 TOPOFF 3 exercise and promoted through public service announcements and other means. More than 2.1 million copies were distributed to the public in Sunday newspapers and through LHDs. Due to a large demand, the Office of Communications ordered a second printing. The second run consisted of 150,000 copies in English, which were distributed through the 22 LINC agencies, federally qualified health centers and hospitals throughout New Jersey. An additional 50,000 copies of a Spanish-language version (*Todos Listos Nueva Jersey*) is also being distributed through the LINC agencies. Both versions are available on DHSS's Web site and the New Jersey Homeland Security Web site (<http://www.njhomelandsecurity.gov/ready-together-brochure.html>).

Public Vigilance Advertising

Coincident with the beginning of the Republican National Convention in New York City in August 2004, the Attorney General's Communications Office spearheaded a statewide advertising and awareness campaign to heighten the public's vigilance to potential terrorist attacks. Through radio and outdoor advertisements (billboards and transportation ads), the campaign particularly targeted commuters who travel by train into New York City, and asked the public



generally to report any suspicious activity to the state's counter-terrorism tip line (866-4-SAFE-NJ) or to law enforcement officials. The Attorney General's Office worked cooperatively with New Jersey Transit and PATH, which participated in this initiative. Additionally, more than 2.1 million copies of a two-sided insert (one side promoting vigilance, the other promoting citizen readiness) were distributed in September with all Sunday newspapers sold in New Jersey.

Following the July 2005, London subway bombings, the Office of the Attorney General mounted a scaled-down version of the 2004 awareness campaign to correspond with a period of heightened security on trains and subways in the metropolitan New Jersey-New York region.

Direct Outreach to Citizens — Citizen Corps, CERT and Other Programs

In spring 2005, New Jersey passed Texas as the state with the largest CERT (Community Emergency Response Team) program in the nation. New Jersey's Citizen Corps, which includes CERT and is managed by State Police's Emergency Management Section, added 35 new Citizen Corps Councils in 2005, bringing the total to 175 and making New Jersey the state with the most Citizen Corps Councils in the nation. Citizen Corps is the national program overseen by the U.S. Department of Homeland Security, that offers various volunteer activities through which citizens can get involved in bolstering local homeland security preparedness.

New Jersey's CERT volunteers are ordinary citizens who undergo an eight-week, 20-hour training course on disaster preparedness, fire sup-

pression, first aid and triage, search and rescue, disaster psychology, terrorism preparedness and team organization. Each graduate receives a basic emergency kit. Each volunteer belongs to a local, county or state CERT team, with continuing training opportunities throughout the year. During times of emergency, CERT volunteers provide vital support for first responders and their fellow citizens.

New Jersey completed CERT training for 2,598 individuals in 2005, for a total of 6,263 CERT members statewide. An additional 400 people are undergoing CERT training as this report was being completed.

In 2005, State Police's Emergency Management Section deployed 44 CERT utility trailers — replete with all sorts of emergency equipment — the first such deployment to support CERT teams across the state.

In other Citizen Corps initiatives, 82 police agencies joined the new Neighborhood Watch NJ initiative, and 3,000 citizens have completed Neighborhood Watch training. The VIPS Chaplain Corps pilot programs were completed in Newark and Burlington.

In partnership with the State Department of Health and Senior Services, Medical Reserve Corps teams were created in all 21 counties. In 2005 more than 1,500 CERT and Medical Reserve Corps volunteers participated in TOPOFF 3.

CERT teams were activated to assist with flooding emergencies in New Jersey and 15 CERT volunteers deployed to areas affected by Hurricane Katrina in summer 2005.

Leveraging Technology

When it comes to strengthening law enforcement or homeland security efforts, nothing can take the place of sharp, experienced and enterprising human beings. The corollary view is that technology is only as good as the human beings who use it. However, when it comes to linking many individuals, many agencies and many diverse efforts in many disparate places to protect domestic security and citizens, technology is a necessary component to increase human effectiveness.

Early on, the Domestic Security Preparedness Task Force established a Technology Committee within its Domestic Security Preparedness Planning Group, and charged it with evaluating all technology available for homeland security applications.

Executive Orders on Technology

Subsequently, gubernatorial Executive Order No. 111 (McGreevey, June 2004), created a Homeland Security Technology Systems Center at the New Jersey Institute of Technology (NJIT). The new technology center was designed to work in collaboration with the state, the Office of the Attorney General, the Domestic Security Preparedness Task Force and a number of other New Jersey academic centers to conduct real-world, in-use tests to find the best technology to protect critical state assets.

Acting Governor Codey's Executive Order No. 20 (February 2005) orders and directs the creation of a New Jersey CBRNE Training and Research Center at the University of Medicine and Dentistry of New Jersey (UMDNJ). This center will work in collaboration with state government and work to bring together the vast array of expertise that exists in New Jersey and

throughout the country in the areas of training, education, exercises, research and development relating to chemical, biological, radiological, nuclear and explosive, or CBRNE, threats.

Both of these executive orders establish nonpartisan academic centers as the chief arbiters of technology choice and will help New Jersey chart an objective course toward the most useful technology.

Testing Radiological Technologies

Regional Radiological Protection Pilot Program

New Jersey, New York, New York City, the New York Metropolitan Transit Authority (MTA) and Port Authority of New York and New Jersey are cooperating on a \$30 million multi-state, multi-jurisdictional project to protect the New York-New Jersey metropolitan area against "dirty bombs" and other potential radiological terrorist threats. Funded by DHS's Office for Domestic Preparedness out of FFY 2003 supplemental funds, this regional initiative is designed to deploy a network of fixed, mobile and handheld radiation detection devices to detect, deter and intercept such potential terrorist weapons as "improvised nuclear devices" and "radiation dispersal devices" (also known as "dirty bombs"), throughout the metropolitan region's various transportation corridors. Investment in New Jersey from this grant will be \$7 million of the \$30 million total.

The technologies selected for deployment will support a detection and response system that is networked, integrated and scalable. Using a systems engineering approach, the pilot program will deploy a network



of radiological detection sensors strategically throughout the New York - New Jersey metropolitan area along identified transportation routes and at specific “choke” points. The system of sensors will also include a significant mobile element for deployment to protect special events and respond to emerging threats.

To date, more than \$2 million dollars worth of radiological and explosives detection equipment has been purchased for this program. Explosives trace detection equipment purchased as part of this grant has been used in the transit environment during recent periods of elevated threat.

Radiological Community Preparedness Resources Project

The U.S. Department of Homeland Security is preparing a Community Preparedness Playbook for Radiological Emergencies. This initiative will provide guidance to first responders in the event of the explosion of a radiological dispersal device (RDD or dirty bomb). Guidance for use in the first 48 hours following a terrorist attack has already been developed. Task Force staff have represented New Jersey at focus groups where the guidance has been tested on first responders. Focus groups have included New Jersey senior decision makers, firefighters, Hazmat technicians, law enforcement officers, public health and hospital officials, and representatives from the private sector.

Self-Indicating Instant Radiation Alert Dosimeter — SIRAD

The New Jersey Office of the Attorney General is coordinating the efforts of a broad range of New Jersey agencies in a DHS-sponsored counter measures test of the SIRAD

card for first responders. The Self-Indicating Instant Radiation Alert Dosimeter (SIRAD) is a credit-card sized device that measures radiation dose levels. It features a radiation sensitive strip that turns shades of blue when exposed to medically significant levels of ionizing radiation. Earlier models of the card have been used by the U.S. military. This project will test its applicability for emergency responders in an urban environment. As of September 2005, approximately 400 SIRAD cards had been distributed to members of the New Jersey First Responder Community. The test will last approximately nine months and cards will be checked at the halfway point in the trial and returned to DHS at the end of the deployment into the field.

Task Force Liaison to DHS Domestic Nuclear Detection Office

In April 2005, a Presidential Directive created the national Domestic Nuclear Detection Office (DNDO) in the Department of Homeland Security. The DNDO is now the primary organization in DHS to work on developing means to detect and interdict attempts to import or transport a nuclear device intended for illicit use. Staff of the Task Force are now part of the DNDO's state and local working group to ensure close cooperation at the local, state and federal levels.

EPINet — Software Solutions for Incidents, Critical Infrastructure

The Office of the Attorney General (OAG) has initiated the Emergency Preparedness Information Network (EPINet). EPINet is a system of loosely coupled sub-systems built using “open” computer technology and information exchange standards.

As a result, EPINet can readily integrate best-of-breed solutions, including existing law enforcement and criminal justice systems capabilities, to implement the dynamic and rapidly evolving requirements of New Jersey's domestic security community. The EPINet information architecture allows data from multiple, isolated sources to be used to provide a unified view of information that can offer exceptional situational awareness and forms the basis for improved information and intelligence fusion and analysis.

The programs under the EPINet umbrella include:

E Team — is a collaborative crisis management “situational awareness” software that provides management support in the areas of emergency preparedness, response and recovery. The true power of E Team comes from its ability to provide a Common Operating Picture (COP) through real-time sharing and integration of information during an incident. An integrated GIS engine based on provides robust mapping and geo-location capabilities for all pertinent information. Modules within E Team are based on the Incident Command System (ICS) and years of emergency management best practices. These modules provide a host of structured reports. Because the reports are structured, application level interoperability between separate jurisdictions provides 100% shared situational awareness. A subset of critical reports includes:

- Incident reports that capture key incident data and provide real-time updates to incident progress
- Jurisdiction and agency situation and readiness reports
- Logistics support reports that catalog resources and manage requests and provisioning of those resources

- Critical infrastructure reports (including roads, utilities, hospitals and shelters) that present data on status and activity
- Alert bulletins that provide immediate notification of key developments to participants

Implementation of the E Team system is sponsored by the State Office of Emergency Management. E Team has been deployed statewide, facilitating communications and coordination between the state Office of Emergency Management (OEM), allied state agencies, all 21 New Jersey county OEMs, and New York City OEM. E Team data is also captured in a manner which facilitates its analysis by SIMS.

Internet-based access to E Team provides full Incident Command System (ICS) capability to the counties and their localities. Through the Garden State Network, a secure private network operated by the New Jersey Office of Information Technology, county E Team systems update the state E Team system with critical information as needed. Currently, NJOEM is fully operational and additional counties are coming on line monthly.

SIMS (Statewide Intelligence Management System) — As discussed in the chapter on information sharing, SIMS is used to accumulate, manage and analyze unstructured intelligence data accumulated from numerous internal and external sources. SIMS addresses the needs of state, county and local government through a joint effort among traditional law enforcement, the Office of Counter Terrorism and various local governments throughout the state. It provides a reusable/scalable solution that enables rapid sharing of data between NJ Law Enforcement Agencies (LEA) and

Internet-based access to E Team provides full Incident Command System (ICS) capability to the counties and their localities.

NJSP SIMS. This solution, as a focal component of EPINet, forms the basis for the state's sharing of intelligence data.

The mission of SIMS is to promote the value of sharing criminal information and intelligence. SIMS supports all applicable national data sharing standards, including GJXDM, NIEMS and NDEx.

Inherent in this mission is the need to address cultural change within the intelligence community. SIMS will provide the training and tools needed to ensure that "intelligence-led policing" becomes not only the accepted method of attacking crime, but the preferred method. It will enable police agencies to store intelligence for their own use and for the use of the broader law enforcement community. At the same time, SIMS will ensure that law enforcement can leverage the information by providing enhanced search capabilities. All of this should enable law enforcement to find out what other people know in real time using secure, reliable communications channels.

CATS — The Critical Asset Tracking System is a centralized database system that tracks, maintains, collects, and analyzes data relevant to sites within the state that have been identified as critical or otherwise significant when considered against the prospect of a terrorist threat. An additional and invaluable capability of the CATS system is the ability to accumulate a real time list of critical personnel connected with any facility or region, and relay that information to the "Communicator" system for notification and alerting. Ultimately, each Task Force state agency that serves as a liaison to an Infrastructure Advisory Committee sector group will have its database information on critical infrastructure linked to CATS.

Important entries in the CATS data model include Contact, Facility, Critical Product, Hazardous Material, Structure, Sector, Critical Infrastructure Tier and Industry. The Office of Counter-Terrorism is responsible for overseeing the data in CATS.

Additionally, CATS can:

- Interface to Site Profiler, the vulnerability and threat assessment software for critical infrastructure that the state is using
- Identify staging areas, ingress and egress routes
- Locate facilities and hazardous materials
- Manage and display site plans, building plans, floor plans, emergency response plans

During 2005, the CATS system moved from a test pilot phase to final implementation statewide. Participants include OCT, State Police Infrastructure Security Unit), and each of the 21 County Critical Infrastructure Coordinators.

Facial Recognition — The New Jersey Criminal Justice Information System (CJIS) is being enhanced to allow authorized personnel the ability to conduct a "one to many" facial search against the state's criminal mugshot repository. Additional phases of this effort will expand the communication to include New Jersey's Motor Vehicle Commission (MVC) photo repository to address the issues of valid identification/authentication. Finally, this very effort is the basis of one of many partnerships with the State of Massachusetts — and ultimately the region — to benefit both the law enforcement and homeland security communities and address the challenges of facial recognition.

EDW — The EPINet Enterprise Data Warehousing environment provides a repository of data stored in a multi-purpose format based on a nationally recognized homeland security data model. This format will provide consistency in information sharing and integration of information based on open standards among the state, local and federal government agencies that are part of New Jersey's emergency preparedness and response community.

Resource Directory Database (RDDDB) — is a database to identify and catalog all the resources available within the state for response to an emergency situation. The database contains the personnel, equipment and supply resources of all municipal, county, volunteer organizations, private business entities, state departments, divisions and agencies that contribute assets to the database, organized in a web-based format that catalogs and types resources in an efficient and user friendly environment.

Site Profiler — is enterprise risk management software published by Digital Sandbox and used to identify, analyze and mitigate threats and vulnerabilities at various sites and facilities. Through a suite of tools based on government and commercial best practice methodologies, users can mine data generated by assessment teams across that user's area of concern, enter and disseminate threat information, track historical incidents, and communicate within and among groups of users. Site Profiler generates trends analyses and reports that managers can use to make critical risk- and vulnerability-based resource decisions.

EPINet GATEWAY portal — will be a map-centric portal that contains data from many sources (municipalities, counties, E Team, CATS, SIMS, RDDDB, etc.) as well as links to other informative resources. The system

will provide a common operating picture (COP) for all who are involved in homeland security. Having a COP with the ability to see or gain access to various data will lead to consistent decision making - an integral part of incident management. The Gateway Portal is open/interoperable, allowing choice of databases, hardware, GIS software, networks and web browsers. It will ultimately provide:

- Access of timely and accurate data through a browser
- Consistent information from various partners\
- Integration of existing GIS data
- Real-time data inputs, chat and bulletin board
- Core, transferable and reusable tools and data

eLearning — The goal of the eLearning project is to create a "virtual academy" (NJlearn.com), that can deliver training, seamlessly disseminate information, manage student training records, identify training deficiencies and certify training compliance and readiness among New Jersey's first responder community. At NJlearn.com, which will also be discussed in the chapter on training, students are able to access a course catalog listing all training available to the First Responder community from a multitude of sources. To date, three mandated courses are available to provide domestic preparedness awareness training.

Overall EPINet's comprehensive and innovative program is giving the law enforcement and emergency response communities throughout the state unprecedented capabilities to prepare for and respond to terrorist attacks and other large-scale crises, while enhancing the effectiveness of day-to-day public safety operations. It

also represents an opportunity to take a huge step forward in the realization of truly cooperative awareness, preparedness, and response and recovery capabilities

EPINet in Action

Consider the following hypothetical scenario to demonstrate the capabilities of EPINet. Say there was a bomb threat at an elementary school. The incident would be captured at the county and state OEM through E Team. The state could alert the personnel it needed to respond via The Communicator! The state would have a comprehensive overview of the building, access roads, etc., through GIS. The state would have plans of the facility via CATS and a sense of the bomb's potential impact via concussion/plume monitoring conducted via Site Profiler. Through the Resource Directory Database and eLearning, the state would know what equipment and personnel, respectively, were available. Any information about the perpetrator would be run through SIMS for any vital leads. The overall goal is to provide for informed and fact-based decision making through a single view of the operation — all based upon qualitative data provided through EPINet.

Interoperability

The events of 9/11 pointed out the need for public safety personnel at the command level to communicate with each other regardless of their radio systems. The proliferation of hundreds of proprietary radio systems in the state has made the problem even more complicated. The need for interoperability exists in day-to-day operations, during emergencies (natural disasters or terrorist activities) and other times of need.

New Jersey's Public Safety Interoperable Communications Act, signed into law in January 2004, established a State Public Safety Interoperable Communications Coordinating Council (SPSICCC), a 16-person body made up of state cabinet members or their designees and representatives of the state's first responder organizations. The SPSICCC, which is administratively located in the Office of the Attorney General, is charged with developing a strategic plan for statewide interoperability. The Executive Director of the SPSICCC is also the state's Chief Public Safety Communications Officer, a position also in the Attorney General's Office, and serves as the state's focal point for ensuring communications "interoperability," or the ability for public safety agencies to communicate across jurisdictions and disciplines when needed.

The primary goal in solving interoperability is understanding that no one single technology or other solution is a "silver bullet." The focus for New Jersey is to provide a series of successful technologies and other answers to the practitioners. This will allow the first responders to "stand up" with the appropriate answer in a crisis without having to worry about the correct solution.

The Office of the Attorney General has begun to develop the New Jersey Interoperability Communications System (NJICS), which provides interoperability designated channels and other communications equipment. The system is functional in Essex, Union, Hudson, Morris, Bergen, and Passaic counties. The short-term fix is also being implemented in Cumberland, Salem, Camden, Gloucester, Burlington, Middlesex, Somerset, Monmouth, Mercer, Warren, Hunterdon, and Sussex counties. However, current

funding is not adequate to implement a system of radio interoperability with ubiquitous state coverage. While the state awaits implementation of this more elegant, longer-term solution, it has developed an interim solution that has already been tested and works.

The Interim Interoperability Solution

As previously noted, the Task Force has divided the state into five regions, the Northwest Region (Sussex, Hunterdon, and Warren counties), Northeast UASI Region (Bergen, Essex, Hudson, Morris, Passaic and Union counties), and Delaware River Region (Burlington, Camden, Cumberland, Gloucester, and Salem), Central (Mercer, Middlesex, Monmouth and Somerset), and the Shore Region (Atlantic, Cape May and Ocean counties).

In each region, using a variety of state and federal funds, the state has been working in partnership with local agencies to develop regional interoperability channels. These channels are available in each public safety radio band and towers and dispatch centers are located on local property in most cases. Each region was asked to identify a Regional Central Dispatch (RCD). The RCD is a 24/7/365 dispatch center that serves as the coordinator of the regional interoperability channels. The interoperability channels are only activated when requested by an approved agency in the region in times of need or other emergencies. In each region, the state has encouraged all public safety agencies to also program the appropriate national interoperability channels into their radios. There are five national interoperability channels in the 800MHz band (ICALL, ITAC1, ITAC2, ITAC3, and ITAC4), four

national interoperability channels in the UHF band (UCALL, UTAC1, UTAC2, and UTAC3), and five national interoperability channels in the VHF band (VCALL, VTAC1, VTAC2, VTAC3, and VTAC4). These channels are available for tactical (incident) interoperability as a common channel in each region.

In addition to these national interoperability channels, the state has secured and licensed five New Jersey Interoperability UHF channels for use in the Northern section of the state and eight New Jersey Interoperability channels for use in the Southern part of the state. These channels are specific to New Jersey and can be used by New Jersey first responder agencies. These channels reach into New York City and Philadelphia and can be put into service when requested through the RCD for the respective region. These channels provide wide area interoperability throughout New Jersey. Currently, the Northeast (UASI) region is operational and is built out the furthest. The Delaware River, Northwest, and Central regions are in the process of being implemented. The Shore region is currently finalizing the process to begin identifying local infrastructure sites and funding for the project.

Additionally, easy to use interconnect switches have been ordered for each county in the Northwest, Northeast UASI, Delaware River, and Central regions. The interconnect switches provides the capability to connect up to five different radio systems or other communications system at an incident. This interconnection occurs without the need for technicians. These switches have the added features of unique identification tones so that any unit causing interference can be easily identified and remotely disabled if required by the RCD.

While the state awaits implementation of a longer-term interoperability solution, it has developed an “interim solution” that has already been tested and works.

Each county will also receive a minimum of 12 cache radios preprogrammed with the appropriate interoperability channels for their respective region. The last asset to be deployed will be radio communication trailers which will provide full incident communications with radio transponders, radios, and other appropriate equipment to make this unit self sufficient. These trailers can be deployed and left unattended for extended time periods.

Currently, the NJICS is made up of the necessary communications infrastructure, signed Memorandums of Understanding (MOUs) among the participating agencies as well as Standard Operating Procedures (SOPs) to govern their use. The NJICS can provide tactical interoperability statewide through the use of the national interoperability channels. Additionally, the statewide police emergency network (S.P.E.N.) provides four tactical VHF interoperability channels with two channels reserved for police activities and two channels dedicated for “other agency” operations. These established regional interoperability channels can provide both tactical or wide area communications if implemented correctly by the local public safety agencies.

New Jersey’s interim interoperability solution has been used effectively during the heightened security surrounding the Republican National Convention in August-September 2004, the heightened alert for the financial sector in Northern New Jersey from August 2004 to January 2005, and in particular emergencies, such as the crash of a private jet at Teterboro Airport in February 2005. In this last instance, the system allowed emergency commanders from numerous police, fire and other agencies to communicate jointly about the emergency.

Reverse 9-1-1

Most people understand that they should call 9-1-1 in an emergency. What they may not understand equally well is that Reverse 9-1-1 systems exist, where officials can call members of the public through an automated system to alert them about an emergency situation. New Jersey has contracted for such a system and it is operational. Overseen by the State Police’s Communications Bureau in the State Office of Emergency Management, the system is capable of providing targeted calls extremely quickly, based on specific geographical information systems (GIS) data, to alert citizens to danger. The system can organize calls by name, street, city, county and municipal codes and can be tailored, for example, to alert only those residents and businesses in the path of a chemical plume that has been identified by computer modeling.

Reverse 9-1-1 messages can be tailored to provide information about a need to evacuate, shelter in place and so on. In 2005, the Communications Bureau deployed the Reverse 9-1-1 community notification system on five occasions, making a total of 599,165 calls. Of those calls, 565,775 provided emergency instructions to residents about a water emergency in which they were told to boil their tap water before drinking it, about well water contamination, a dam emergency and a water main break. The remaining 33,390 calls were part of a system test.

In an emergency situation, Reverse 9-1-1 notifications will complement other means the state has at its disposal to alert the public, such as the Emergency Alert System (EAS) that uses broadcast radio to inform the public about emergency situations and NJDOT’s variable message boards that line the state’s highways.

RIJAN

Given the density of population in New Jersey and the New Jersey-New York metropolitan area, a disaster in one state or city will undoubtedly affect neighboring areas. That's why New Jersey is participating in an initiative led by the Port Authority of New York/New Jersey that will connect area command centers during an emergency. Known as RIJAN — Regional Information and Joint Awareness Network — this program will expand the situational awareness to which the state is already committed internally to a regional basis, keeping the Port Authority, New York City, New York State, New Jersey and other regional entities on the same page during an emergency.

Model School and Model Mall Initiatives

Under the guidance of NJIT's Homeland Security Technology Systems Center, the Task Force's technology advisory body, and the Passaic County Prosecutor's office, the "Model School" program was launched in February 2005 at West Paterson's three schools. Part of Governor Codey's School Security Initiative, the Model School program builds on the "Model Mall" program that is underway at the Garden State Plaza mall in Paramus. Both are funded by seed grants from New Jersey's Northeastern Urban Area Security Initiative.

As with the Model Mall program, the West Paterson school project will include smart security cameras that — instead of just passively recording — can be programmed to tell the difference between normal school behavior and possible terrorist behavior. The cameras will also provide a video link in real time to

local police and other agencies. The Model School program will also look at the possibility of using smart ID cards, unique to each teacher and other staff and administrative employees. Lessons learned during this pilot program will be evaluated by NJIT, the Task Force and the state Department of Education, for statewide applicability.

The Reverse 9-1-1 System is capable of providing targeted calls extremely quickly to alert citizens to danger.

The Domestic Security Preparedness Task Force spends a good portion of its time and energy in developing plans and initiatives to better protect New Jersey citizens. Plans and initiatives, and the new equipment that they sometimes require to be implemented cannot stand on their own. They require training. First responders have to be trained to use new equipment, whether it is a basic piece of personal protection gear such as a gas mask or a sophisticated device for monitoring airborne pathogens. Likewise, the state's law enforcement officers must be trained in terrorism awareness, since New Jersey relies on its nearly 40,000 police officers as its front line to detect and deter terrorists and terrorist activity.

The 2004-2005 reporting period saw unprecedented training efforts in many areas related to counter-terrorism and domestic preparedness. New Jersey's efforts must continue apace. Following the adoption of the National Incident Management System (NIMS) in spring 2005, all New Jersey first responders will have to be trained in the Incident Command System (ICS) and will have to incorporate NIMS into their existing training programs.

Mandated Training for Law Enforcement Officers

In early 2004, Attorney General Peter C. Harvey issued Attorney General Directive 2004-3 that requires that all New Jersey law enforcement officers be trained in four terrorism-related disciplines: Counter-Terrorism Awareness, Incident Command System (ICS), Hazmat Awareness and Weapons of Mass Destruction Awareness. This requirement for all veteran police officers complemented a 2003 mandate from the New Jersey Police Training Commission which,

working with the Task Force and the Office of Counter-Terrorism, had mandated that all new police recruits take these four courses as a part of the Basic Course for becoming a police officer. OCT helped develop the Counter-Terrorism Performance Objectives and Lesson Plans which were approved by the Police Training Commission for all New Jersey Basic Police Recruit Classes.

In September 2005, Attorney General Harvey issued Attorney General Directive 2005-2, requiring that all law enforcement officers and first responders have the appropriate Incident Command System (ICS) training to bring the state into full compliance with the new National Incident Management System (NIMS). This Attorney General directive is designed to implement Acting Governor Codey's Executive Order 50, issued the prior month, which adopted the NIMS as the state standard.

Office of Counter-Terrorism

One of the primary functions of the Office of Counter-Terrorism has been to make sure that New Jersey police officers are knowledgeable about terrorism so that they can intervene effectively, especially in those precursor crimes, whether related to identity theft or financial crimes, that terrorists need to finance themselves and operate.

Highlights of OCT's accomplishments in training during this reporting period include:

- Designing and delivering 14 Basic Counter-Terrorism Intelligence and Awareness Training Courses for Law Enforcement (Level I) personnel in which law enforcement officers from more than 430 law enforcement agencies were



2004-2005 TASK FORCE AGENCY TRAINING PROGRAMS

Department/Agency	Courses Offered
Department of Agriculture	7 Emergency Response Courses
Department of Environmental Protection	3 Best Practices Management Courses
Department of Health and Senior Services	2 Bioterrorism Courses
Department of Law and Public Safety	3 Critical Incident Stress Management Courses
Department of Military and Veterans Affairs	3 Domestic Preparedness Courses
Department of Transportation	2 Domestic Preparedness Courses
Division of Fire Safety	221 Security Emergency Preparedness Courses
New Jersey Office of Emergency Management	27 Emergency Management Courses
New Jersey State Police	6 Terrorism-Related Specialty Schools 9 CBRNE Courses
New Jersey Transit	2 Terrorism Related Courses
Office of Counter Terrorism	12 Terrorism/Security Related Courses
Allied Agencies	
Port Authority of NY/NJ 1	Maritime Security Course
UMDNJ	25 Bioterrorism-related Courses/ EMS Response to Large Scale Incidents

trained. To date, approximately 2,150 law enforcement officers have been trained. This course meets the requirements of Attorney General Directive 2004-03 relative to mandatory Counter-Terrorism training.

- Designing and delivering four Level II Counter-Terrorism and Awareness Training Seminars in conjunction with the Federal Bureau of Investigation.
- Designing and delivering 12 Counter-Terrorism “Train the Trainer” Workshops, in which 356 law enforcement trainers participated. Those instructors have trained more than 6,500 law

enforcement officers on counter-terrorism awareness.

- Participating in a joint E-learning initiative. The Office of Counter-Terrorism partnered with the New Jersey State Police and the New Jersey Institute of Technology (NJIT) to develop a Counter-Terrorism Awareness Course for law enforcement officers in a distance learning format (via the Web). Sixty-six New Jersey State Police officers participated in the beta test of this project, completed August 2004. This course is currently being modified for a virtual academy rollout to all law enforcement officers scheduled for release in January 2006.

- Designing and/or cooperatively sponsoring an additional 12 specialized counter-terrorism training courses, including four Suicide Bomber Workshops; a Terrorism Briefing Workshop; Four \Behavior Assessment Screening System (BASS) Training courses; one Background to Terrorism training course; and one Terrorism Awareness, Incident Command System, and Patrol Response to Critical Incidents Course.
- Developing and presenting three Counter-Terrorism International Symposiums for more than 1,650 law enforcement and government officials. Speakers included distinguished terrorism experts including: Dr. Bernard Lewis, Brian Jenkins, Dr. Rohan Gunanratna, Dr. Marc Sagemen, and Dr. Daniel Pipes.
- Developing and presenting a Domestic Terrorism Summit, in coordination with the New Jersey Association for Biomedical Research, for law enforcement and pharmaceutical company representatives to provide awareness and cooperation among both groups.
- Developing a pilot Fire Inspectors Awareness course in April 2005 for Division of Fire Safety Inspectors. More than 40 fire inspectors were trained in terrorism awareness during this one-day course.
- Sponsoring, along with the Federal Department of Transportation, a Trucks and Terrorism Seminar in which 195 law enforcement officers were trained. This course provide the participants with awareness of those indicators to look for in trucks that could be used by terrorists and the threat trucks pose in a terrorist attack.
- Facilitating, in conjunction with the Department of Homeland Security, Office of Domestic Preparedness, the delivery to more than 945 participants of four Soft Target Awareness Training Courses with six different topics of interest such as, schools, casinos, places of worship, malls, shopping centers, large buildings and hotels.
- Training newly hired County Critical Infrastructure Coordinators as to the nature of critical infrastructure in the state and their counties as well as their specific roles and responsibilities.
- OCT held a Level 1 Counter-Terrorism Awareness and Intelligence Seminar Feb. 2 & 3 Mercer County College. 201 law enforcement officers were in attendance
- Co-hosting with Sandia on May 3 - 4 a Risk Assessment Methodology for Water Utilities (RAMW) course. Fifteen participants, including County Critical Infrastructure Coordinators and DEP personnel, were in attendance. This training taught the participants how to do vulnerability assessments at water facilities.
- Assisting the Ewing Twp. Police Department by presenting "Making Our Schools Safe" for the Ewing Twp. School District. Approximately 150 teachers and administrators attended. The presentations were delivered on the awareness of the threat of terrorism and why schools could be targeted by terrorists.

NJLearn eLearning Platform and Learning Management System for First Responders

In 2004, the Office of the Attorney General signed a \$2.56 million three-year contract to leverage GeoLearning's unique Web-based technology to create NJLearn.com, a "virtual academy" for first responders that can seamlessly disseminate

information, manage student training records, identify training deficiencies and certify training compliance and readiness among New Jersey's municipalities and counties. GeoLearning's Application Service Provider (ASP) -hosted *GeoMaestro™* Human Capital Management System was used to give the state a centralized tool to automate the learning process.

At NJlearn.com students are able to access a course catalog listing all training available to the First Responder community from a multitude of sources. To date, three mandated courses — ICS 100, Hazmat Awareness and CBRNE (chemical, biological, radiological, nuclear and explosives) Awareness — are available to provide domestic preparedness training. Other courses, such as Psychological First Aid and Business Continuity, as well as links to federal homeland security courses can be found on the "knowledge base" portion of the site.

The goal of the eLearning project is to create a "virtual academy" (NJlearn.com), that can deliver training, seamlessly disseminate information, manage student training records, identify training deficiencies and certify training compliance and readiness among New Jersey's first responder community. The primary objective of the portal's initial phase was to provide the most current disaster response training to the 145,000 First Responders in the state, spanning 23 police academies, 18 fire academies and 212 other eligible training organizations, and more than 9,000 employees of the Department of Law and Public Safety. As New Jersey implements NIMS, NJlearn.com will play a central role in providing persons across the state with ICS -100 and ICS - 200 instruction.

NJLearn.com Status Report

As of December 2005, all law enforcement officers in the state have been integrated into the system. This includes the entire Division of State Police. All the state's 21,000 emergency medical technicians (EMTs) and paramedic personnel have been integrated into the system. Responders from more than 10 different state agencies have also been integrated into the system. Staff are currently coordinating efforts with the Division of Fire Safety to integrate Fire Service personnel.

The following statistics pertain to online training completed as of December 2005:

To date, more than 17,000 responders have used the system (some taking multiple courses):

- 9,611 have taken Incident Command System (I-100)
- 6,331 have taken Hazardous Materials Awareness
- 5,057 have taken CBRNE Awareness.

As noted above, the Office of Counter-Terrorism is nearing completion of a Counter-Terrorism Awareness online course which will be made available to all law enforcement personnel in the State.

Other current initiatives include:

- Training Municipal Counter Terrorism/Training Officers how to input training records into the system
- Training County Prosecutor's Offices in Administrative Functions
- Working with the Office of EMS to use the system as their certification database.

More than 17,000 first responders have used the training courses provided online by the NJLearn.com virtual academy.

Future NJlearn.com initiatives include:

- Integrating existing legacy training data into the system. The Learning Management System (LMS) portion of the NJLearn site will track all of the homeland security training that New Jersey first responders have taken, whether on a local, state or federal level.
- Continued design of new applicable eLearning Training that would benefit First Responders.
- Continued training of local, regional and State-level administrators, trainers and supervisors in the operation of the system.
- Continued liaison with Federal and State Training Administrators to coordinate eLearning and training management issues.

Department of Health and Senior Services — Bioterrorism

The Department of Health and Senior Services planned and provided numerous bioterrorism-related training programs that were offered to public health professionals throughout the state through established partnerships. DHSS works in close collaboration with the University of Medicine and Dentistry of New Jersey - School of Public Health, Rutgers - The State University, and other academic institutions, as well as with the state's public health professional associations, to deliver nearly 400 educational programs each year.

Through its partnership and collaboration with the Rutgers University Office of Continuing Professional Education, DHSS launched a sophisticated electronic system, the New Jersey Learning Management Network, which promoted and managed

delivery of approximately 200 learning opportunities at more than 30 locations throughout New Jersey.

During 2004-2005, the transformation of the New Jersey Distance Learning Network into New Jersey Learning Management Network allowed online management of training, conferences, tracking, and 24-hour a day access to workforce development information for individuals, program providers and staff. This system is also equipped with modalities that allow online knowledge management and knowledge assessment examinations. Local public health professionals have been afforded opportunities to exchange experience and information through establishing electronic communities within the Learning Management Network.

The 40-hour bioterrorism training certificate program was delivered to more than 300 public health professionals in regional locations throughout the New Jersey. DHSS also started implementation of a program accredited by the American Nursing Association that recognizes the Division of Local Public Health Practice and Regional Systems Development as a provider/sponsor of continuing education and competency development training for public health nurses employed by local health departments. These courses promote the professional development of nurses throughout New Jersey by providing access to educational activities and identifying and responding to the continuing education needs and interests of the nursing community, focusing on bioterrorism, public health and emergency preparedness

Critical Infrastructure Training for Public and Private Sectors

In 2004-2005, the Task Force began to train state employees to provide monitoring of the implementation of Best Practices at critical infrastructure sites throughout the state. Task Force agencies also began Best Practices training for Infrastructure Advisory Committee members and private sector employees.

With Best Security Practices approved, the Department of Environmental Protection (DEP) moved from a “planning phase” of its domestic security program to the implementation and compliance monitoring phase. Part of this transition includes the training of nearly all DEP field personnel, approximately 200 staff, within DEP’s Compliance & Enforcement, Toxic Catastrophe Prevention, Discharge Prevention and Radiation Protection programs in all or portions of three tiers of targeted training: (1) general context overview of New Jersey’s domestic security program, (2) homeland security field checklist training, and (3) best practices awareness training. In addition, a number of DEP staff attended training conducted at the Federal Law Enforcement Training Center in Georgia. A fourth phase of staff training on more detailed Best Security Practices assessment is currently ongoing.

Along with the assistance of other state agencies and the Attorney General’s Office, the State Board of Public Utilities (BPU) is developing an Employee Awareness training presentation for all utility employees in order to familiarize them with their facilities’ Security Best Practices program. This training will create an additional layer of protection for each facility by making key utility employees security conscious.

Also, as discussed in more detail in the chapter on Critical Infrastructure Protection, the Department of Labor and Workforce Development is working with the AFL-CIO, New Jersey Institute for Technology and the chemical and petroleum sectors of the Infrastructure Advisory Committee to offer training in best practices awareness to workers in the chemical and petroleum industries.

CERT Training for State Employees

In addition to municipal Community Emergency Response Team (CERT) programs, New Jersey has embarked on an aggressive CERT program for state employees. Based at a various state departments and other state agencies, approximately 1,000 state personnel have been trained to help respond to emergency situations that might occur at their places of work or in their communities. Departments and agencies with CERT programs are as follows:

Departments: Agriculture, Office of the Attorney General/Law & Public Safety, Banking and Insurance, Corrections, Community Affairs, Environmental Protection, Education, Community Affairs/Division of Fire Safety, Human Services, Health and Senior Services, Labor and Workforce Development, Personnel, Treasury and Transportation. Agencies and offices: the Governor’s Office, the State Board of Public Utilities, Juvenile Justice Commission, the New Jersey Judiciary, New Jersey State Police, New Jersey Transit, State Office of Information Technology, New Jersey Turnpike and Parkway Authority and the Schools Construction Corporation.

Approximately 1,000 state employees have been trained as CERT volunteers to help respond to emergency situations that might occur at their places of work or in their communities.

Other Training Initiatives and Courses

Dept. of Military and Veterans Affairs

A major training initiative for the Department of Military and Veterans Affairs was to complete training for its Civilian Support Team (Heavy). The 21ST Civil Support Team (Heavy) is a federally funded Weapons of Mass Destruction team established to deploy rapidly to assist a local incident command in determining the nature and extent of an attack or incident, provide expert technical advice on WMD response operations and help identify and support the arrival of follow on state and federal military response assets. Training for the CST qualified it for its ultimate federal certification in fall 2005.

In addition, DMAVA provided training on Joint Operations Centers and provided readiness training for National Guard members who responded to the Hurricane Katrina disaster.

Division of Fire Safety

In March 2004, New Jersey used \$3.2 million of its Urban Area Security Initiative (UASI) grant to purchase comprehensive Flammable Liquid Firefighting equipment and agents. The Division of Fire Safety in the Department of Community Affairs was instrumental in procuring this equipment.

This state-of-the-art equipment is the first in the nation to be deployed for homeland security. It consists of nearly two miles of large 12-inch-diameter hose, two large volume modular pumps (capable of pumping over 5000 gallons per minute), 55,000 gallons of firefighting foam concen-

trate, Six 3500 gallon foam tankers, Six Quick Attack Vehicles (capable of flowing over 2000 gallons per minute of finished foam/water), two large caliber foam/water delivery devices (each capable of flowing over 8,000 gallons of finished foam/water each). These devices are designed primarily to assist in disasters involving, large petrochemical terminals, refineries and vessels. In May 2005, each UASI county (Essex, Hudson, Bergen, Passaic, Union and Morris) received this equipment.

To bring firefighters up to speed on this new and advanced equipment, the Division offered a comprehensive training program. This training, totaling more than 2,400-staff hours, began in March 2005 and culminated in May, when almost 250 firefighters from the UASI counties were trained in the hands-on operation of the equipment.

Hazmat Training

The State Police's Hazardous Materials Response Unit in the State Office of Emergency Management provided training to 22,864 students in more than 10 core training courses and in custom-designed responder programs, and processed 194 students through Department of Homeland Security Office for Domestic Preparedness programs.

Mayors' Course on Weapons of Mass Destruction

Task Force staff offered a course in Weapons of Mass Destruction (WMD) to New Jersey's mayors through the Office for Domestic Preparedness Consortium. The course, "Mayoral Institute for Weapons of Mass Destruction and Terrorism Incident Preparedness" was delivered by Texas A&M staff. The six-hour course highlighted

scenarios and vignettes that relate to WMD events and provides mayors with strategic and executive level issues and challenges related to WMD preparedness.

Transportation Security Awareness

The New Jersey Department of Transportation trained 1,318 operations staff in “Transportation Security Awareness.” This course is based on a National Transportation Institute course, but was customized to fit NJDOT needs.

Agroterrorism

The New Jersey Department of Agriculture hosted the U.S. Department of Homeland Security’s “Preparedness and response to Agricultural Terrorism,” a three-day course designed to educate the farmers and food suppliers who participated how to work together to recognize, mitigate, respond to and recover from agroterrorism, i.e., the deliberate introduction by terrorists of a chemical or a disease agent, either against livestock or crops or into the food chain.

Critical Incident Stress Management and Critical Incident Stress Management Peer Training

Offered by State Police’s Office of Employee and Organization Development and taught by the International Critical Stress Foundation, Inc., these courses provided State Police critical incident team members and medical services unit members the basic concepts of critical incident stress management and peer support concepts for administering critical incident stress management techniques.

New Jersey Division of Mental Health Services — Disaster and Terrorism Branch

During 2004-2005, the Division of Mental Health Services’ Disaster and Terrorism Branch offered nearly 50 courses to various groups and audiences. These included courses in Basic Disaster and Trauma Counseling and Disaster Psychology given to state Community Emergency Response Team (CERT) volunteers. The division also offered courses to hospital and health care executives on Managing the Psychosocial Consequences of CBRNE Terrorism and to members of the Animal Emergency Working Group on Key Concepts in Disaster Mental Health. The division also provided a course called “The Disaster Mental Health Responder’s Tool Kit for Hurricane Katrina” for state employees who were volunteering to deploy to Hurricane Katrina-affected areas to provide mental health support services.

TOPOFF 3 and Exercising

Planning, training and exercising are the three anchor points of emergency management. An emergency management agency puts together a plan, trains to meet the plan and exercises to test both the plan and training. Then the agency debriefs, makes adjustments and starts over, readjusting its planning based on performance during the exercise. This is an excellent paradigm. Exercising provides the “reality check” to evaluate whether the state’s prevention, mitigation and response planning and training are on target. That is why, in 2003, the Task Force constituted a Domestic Security Exercise Support Team to coordinate exercises statewide at all levels of government and between government entities and the private sector. This new unit initially drew staff from the State Office of Emergency Management in the Division of State Police, the Department of Military and Veterans Affairs and the Division of Fire Safety in the Department of Community Affairs, Division of Fire Safety. Subsequently, a staff member from the Department of Health and Senior Services also joined the unit.

The Task Force, through the Exercise Support Team, implemented an aggressive schedule of exercises. So it was not surprising when, in spring 2003, after several staff members from Task Force agencies traveled to observe the full-scale national Top Officials 2, or TOPOFF 2, weapons of mass destruction exercises in Chicago and Seattle, the Task Force began discussing whether to apply to the Department of Homeland Security’s Office of State and Local Government Coordination and Preparedness (OSLGCP) to host the congressionally mandated exercise’s 2005 iteration.

TOPOFF 3

The Top Officials (TOPOFF) Exercise is a two-year cycle of seminars, planning events, and exercises designed to strengthen the nation’s capacity to prevent, prepare for, respond to, and recover from large-scale terrorist attacks. The cycle culminates in a full-scale exercise that simulates a coordinated terrorist attack involving biological, chemical, or radiological weapons or other weapons of mass destruction (WMD).

As the exercise’s name implies, top officials — both leaders and line personnel from all levels of government — participate in the exercise, from federal Cabinet Secretaries to Governors, county freeholders and executives, mayors, and city managers; to local fire, police, and search-and-rescue personnel; to professionals in law enforcement, public health, health care and hospitals, public communications, and emergency medical services; to entities in the private sector.

In short, the Task Force concluded that participating in TOPOFF 3 would accelerate New Jersey’s capabilities to respond to a biological terrorist event — the type of event the Task Force anticipated exercising.

In late 2003, the Domestic Security Preparedness Task Force, with the endorsement of the Governor’s Office, successfully competed to host the biological terrorism portion of TOPOFF 3. New Jersey was notified that it had been selected from among the applicant states, along with Connecticut, in February 2004. At that point, New Jersey embarked on an intensive year-long process to prepare for the exercise.



The Task Force put together a multi-agency TOPOFF 3 Steering Committee to help oversee the planning process. Chaired by the Executive Director of the Domestic Security Preparedness Planning Group, the steering committee included representatives from the:

- Governor's Office
- Office of the Attorney General/ Department of Law & Public Safety
- Division of State Police — Homeland Security Branch (State Office of Emergency Management, Special Operations Section, Intelligence Section, Investigations Section and Field Operations Section)
- Division of Criminal Justice — State Medical Examiners Office
- Department of Health and Senior Services
- Department of Agriculture
- Department of Community Affairs
- Department of Corrections
- Department of Environmental Protection
- Department of Human Services
- Department of Labor and Workforce Development
- Department of Military and Veterans Affairs
- Department of Transportation
- Department of Treasury
- Board of Public Utilities
- Office of Counter-Terrorism
- The Red Cross/The Salvation Army
- New Jersey Voluntary Organizations Active in Disaster (VOAD)

In addition, county and local officials from Middlesex and Union counties played a large role in planning. These two counties were to be featured in the exercise, with the initial effects of the “biological attack” felt primarily

in these venues. Furthermore, through the Department of Health and Senior Services, the New Jersey Hospital Association and the state's 84 acute-care hospitals and 10 federally qualified health centers also became heavily involved, as did local and county health departments that would have responsibility for “dispensing medication” at points of distribution (PODs) during the exercise play. The New Jersey Association of State Colleges and Universities also supported the planning efforts. Kean University and Rutgers University were particularly active in recruiting volunteers and in participating in exercise play.

The Task Force assigned day-to-day responsibility for organizing and planning the exercise to its nine-person Domestic Preparedness Exercise Support Team (five personnel from State Police/OEM, three from the Department of Military and Veterans Affairs and one from the Division of Fire Safety). The Department of Health and Senior Services also dedicated 10 staff members full-time to the planning process to work with the Exercise Support Team.

The state's objectives for TOPOFF 3 included the testing of WMD terrorism prevention, response and recovery procedures, media and public communications, the handling and sharing of time-critical intelligence, and identifying lessons learned. Specifically, it would provide officials with a way to test plans and skills in a real-time, realistic environment.

Planning

The planning began in earnest in early 2004. Planning seminars conducted with DHS and its contractors, were held monthly in New Jersey and quarterly in Washington, D.C.

NEW JERSEY'S OVERARCHING GOALS FOR TOPOFF 3

- Assess the ability of state and local governments to establish, conduct, and administer effective and efficient prophylaxis distribution that will include the identification of essential public/private personnel.
- Assess and identify the appropriate and/or necessary staffing patterns for the “comprehensive” health care system.
- Exercise the disaster-declaration process as it relates to the exercise scenario/hazard. Examine the existing policies and procedures for a coordinated, multilevel, government response and recovery effort, in light of the ongoing Federal efforts to reformulate policy regarding the National Response Plan (NRP) and/or Interim National Response Plan (INRP) and the National Incident Management System (NIMS).
- Examine the governmental processes and attendant operational procedures associated with obtaining, instituting, and managing quarantine and/or isolation orders, and/or travel restrictions.
- Explore the existing hospital capacities and related administrative systems that would be involved in the state and local responses to the chosen scenario/hazard.
- Examine continuity of government and continuity of business operations by intentionally exercising the existing processes for ensuring the same in both the public and private sectors. Specific to these interests are the following: the prioritization of essential services, the decision-making processes used to determine these priorities and the means by which internal and external communication systems are used to effectuate these decisions.
- Test the case-contact epidemiological processes and procedures in place at the time of the exercise that will include the coordination of these traditional health care activities with law enforcement due to the terrorist nature of the causative event.
- Engage and examine the in-state resources and Federal support for mortuary care.
- Evaluate the effectiveness of the Emergency Management Assistance Compact (EMAC) among state governments in times of disaster.
- Allow for the comprehensive assessment of existing mental health strategies for emergency workers and the public.
- Explore the multilevel, operational coordination of intelligence and investigative authorities. This assessment would include an objective and comprehensive study of the information technology (IT) systems employed by the state to manage critical/sensitive data.
- Test the collective abilities of state and local governments and the private sector to conduct risk assessment and employ and manage a public information program to effectively address the consequences of the exercise scenario/hazard.

Beginning in July 2004, a series of seminars were used to help raise awareness and increase the ability to respond to terrorist attacks using a WMD component. The seminars addressed chemical weapons, biological weapons, public affairs and information, and information sharing. A three-day Advanced Distance Learning Exercise was broadcast by satellite, over the Internet and provided on CD-ROM to offer education and training opportunities to first-responders, emergency managers, and top officials from federal, state, tribal and local governments on how to respond to and manage a WMD terrorist attack.

Interspersed with the seminars were a number of smaller exercises, either roundtable discussions known as “tabletop” exercises, or functional exercises which test the functional communication processes among the top officials. These smaller exercises were designed to assist the federal government in understanding the state and local decision-making processes and to provide an opportunity to address novel issues outside of the full scale exercise setting. After the full-scale exercise was complete, a “Large Scale Game,” sponsored by DHS, was held near Washington, D.C. to examine the short - and medium - term recovery issues associated with such a terrorist attack.

As part of the exercise planning process, a complex scenario was developed that included the creation of a fictional universal adversary based on real world terrorists. The scenario fact pattern “started” nearly a year prior to the exercise and included release of certain simulated intelligence throughout the months leading up to the full scale exercise. This was the first time that the federal and state intelligence gather-

ing and analysis systems were included in a national exercise. This intelligence was designed to allow the state’s law enforcement community, working with its federal counterparts, to stop a preventable act. In this intelligence scenario, the New Jersey State Police, with assistance from the Office of Counter-Terrorism, were successful in making an arrest that stopped the preventable act.

New Jersey’s plans included the first statewide implementation of the exercise — through all 21 counties and implicating all hospitals in the state. Previous exercises had been more localized and narrower in scope.

Scenario

The scenario for the full-scale exercise was based upon a terrorist release of a biological agent, pneumonic plague in Middlesex and Union Counties from a sport utility vehicle (SUV). The release also exposed a number of fictional international travelers attending a conference. This was to facilitate play by Canada and England in the exercise. The release of the agent occurred on April 2, 2004 at approximately 2:00 a.m.

While the SUV was being investigated, patients began to appear in hospitals, requiring the implementation of enhanced disease surveillance monitoring protocols. As the scenario unfolded, many hospitals and the state Department of Health and Senior Services activated their command centers. The State Emergency Operations Center was “activated” for the illnesses shortly after noon. It is important to note at this point that the State EOC, located on the New Jersey State Police campus in West Trenton, was already activated for real world flooding in the Delaware River valley. This dual

activation provided an unanticipated opportunity to test the managing of two simultaneous events.

Throughout Monday afternoon, April 4th, the first day of full-scale play, a series of decisions were made by state top officials to declare a State of Emergency, request the Strategic National Stockpile, request mutual aid from other states pursuant to the Emergency Management Assistance Compact, and to raise the State Homeland Security threat level.

As part of the scripted planning and play, 22 PODs were established for providing pharmaceutical prophylaxis to the general public. These PODs were opened Tuesday through Friday in different counties each day. Most of the PODs were operated in accordance with the State POD Plan, but some experimental PODs were opened to test novel methods to increase distribution. These included a pre-registered first responder POD and an animal POD to treat people and their pets.

To facilitate POD and hospital participation, state, county and local agencies recruited nearly 7,000 victim role-players — through civic groups, churches, Civilian Emergency Response Teams (CERT), universities and colleges, etc.

Concurrent with the POD operations, the state intended to test epidemiological investigations and the legal and practical issues associated with isolation and quarantine orders. While these goals were examined in a limited fashion, the way the scenario unfolded prevented a full examination of these tasks.

Other highlights during the week of exercise play included: the participation of New Jersey's Urban Search and Rescue Team in the Connecticut exercise; Operation Exodus, the

relocation of hundreds of volunteer 'patients' from throughout the state to Newark Liberty Airport to be flown to other states on military transports; the successful set up of the twenty-two PODs; the elevation and lowering of the State and federal Homeland Security Alert System from yellow to red to orange; the inclusion of the private sector to an unprecedented level; and the examination of government and business continuity.

All Task Force agencies were represented during the exercise through participation at the state Emergency Operations Center and through other means. For example, the Department of Environmental Protection was directly engaged in raids conducted at a "safe house" and "laboratory" used by the fictional perpetrators. DEP also participated in mass burial contingency planning and, with the state Department of Agriculture, in animal carcass contingency planning. The State Board of Public Utilities used the exercise to further delve into how electric, gas, telecommunications, and water utilities would be affected during an emergency. The Department of Military and Veterans Affairs participated in distributing the Strategic National Stockpile during the exercise, (at the same time it was deploying National Guard staff and high-wheeled vehicles to support evacuations and recovery efforts related to the flooding of the Delaware River basin). The Department of Health and Senior Services coordinated efforts with the state Department of Human Services Division of Mental Health Services in order to provide appropriate psychological counseling services to the public.

The Governor's Office of Recovery and Victim Assistance (ORVA) assisted in coordinating the involvement of the private sector into the

All Task Force agencies were represented during the TOPOFF 3 exercise through participation at the state Emergency Operations Center.

exercise and staffed a newly created “private sector” desk at the State Emergency Operations Center. Forty private sector companies participated in the exercise. ORVA also coordinated the “notional” creation of 20 family assistance centers during the exercise.

Although the exercise centered on a public health emergency, the state Department of Agriculture dealt with the effects of plague on animals. The Department “mobilized” and “responded” to address issues not only regarding the affected animals, but also to those relating to the food supply. At the Department of Treasury, TOPOFF 3 afforded senior management the opportunity to activate the Treasury Emergency Response Unit (ERU), help in distribution of the SNS and help evaluate the department’s ability to conduct critical business functions during a statewide emergency. Specifically, the department evaluated how the Division of Taxation would respond and communicate with the public regarding income tax returns that would have been due less than one week after the conclusion of the exercise.

In addition, during the full scale exercise, the Task Force’s State Government Operations Group conducted a statewide tabletop exercise to test state government’s business continuity plans against the scenario presented by TOPOFF 3.

Moreover, a week prior to the beginning of the full-scale exercise, the state also engaged in a full-day TOPOFF 3 Cyber Exercise sponsored by the Department of Homeland Security and hosted by the Office of the Attorney General’s Office of Information Technology. This exercise tested the response of government’s computer networks

and its information technology policies and practices in the event a series of widespread, escalating cyber events ever struck the state. Participants faced situations in which federal, state and local government information technology agencies had to respond together to disruptions in and breaches to information technology security and minimize effects on operations. Agencies involved in the cyber exercise included: the Office of the Attorney General, Office of Counter-Terrorism, New Jersey State Police, Division of Criminal Justice, Office of Information Technology within the Department of Treasury, Department of Health and Senior Services, and the Governor’s Office, along with numerous agencies from Hudson County, the U.S. Department of Homeland Security, the local regional Computer Forensics Laboratory, the FBI, as well as representatives of the private sector.

Finally, in mid-April, the state and the New Jersey Business Force/New Jersey Business Executives for National Security conducted a wide-ranging tabletop exercise for the private sector that followed up on private sector play and capitalized on the TOPOFF 3 scenario.

TOPOFF 3 — Large Scale Game

In May 2005, the Department of Homeland Security held a follow-up session to the full-scale exercise. This three-day tabletop exercise, held outside Washington, D.C., brought together the major stakeholders from the full-scale exercise, including members of the private sector, to address longer-term remediation and recovery issues that would have resulted from the terrorist attacks depicted in the TOPOFF 3 scenarios.

TOPOFF 3 — Lessons Learned

The ultimate goal of any exercise is to discover areas that can be improved in state plans, policies and procedures and in response actions taken to implement those plans, policies and procedures. Currently, the state is completing an after action report (AAR) on TOPOFF 3 to address lessons learned and suggested improvements. The Department of Homeland Security is also completing its own AAR for all venues of the exercise.

Nonetheless, almost immediately, the state identified several areas where improvements can be made:

- **Practicing the basics.** TOPOFF 3 reinforced the fact that state, local and federal agencies must regularly exercise all basic emergency functions to ensure that they can be performed under emergency pressure and that inter- and intra-agency communications are not impeded. Planning, training and exercising must be done on a routine and regular basis.
- **Facilitating and ensuring effective communications.** TOPOFF 3 demonstrated the importance of effective communications, both “horizontally” — among state agencies and “vertically” — between and among local, county, state and federal agencies. Some Task Force members specifically noted a lack of effective communication during the exercise and also noted this problem could affect policy decisions. To address this issue, the state continues to integrate previously incompatible data systems and strengthen policies and procedures that facilitate effective communications. These enhancements will be subject to further discussion by the Task Force.

- **Amending the federal Stafford Act** to include biological and other terrorist-created disasters. States can currently receive Presidential Emergency Disaster Declarations and federal aid for events such as floods or hurricanes - but not a biological attack staged by terrorists of the magnitude simulated in TOPOFF 3. New Jersey has already contacted its congressional delegation to recommend on amending this federal law to include terrorism in the definition of disaster.
- **Improving prophylaxis** or the dispensing of medication. The current state POD plan is based on federal guidance and is intended to provide maximum patient care. This makes rapid dispensing difficult. A revised state plan should address whether first responders, critical government employees and key private sector individuals need priority prophylaxis and whether plans should facilitate a more expeditious program for mass statewide prophylaxis.
- **Developing a comprehensive Statewide Medical Examiner System** to combine the 21 separate county systems into regional centers. In generating “mass casualties,” TOPOFF 3 underscored the fact that New Jersey’s system of medical examiners is more 19th- than 21st-Century. It was not able to deal expeditiously or adequately with the substantial number of deaths envisioned by the exercise.

OTHER EXERCISES

In addition to TOPOFF 3, the Task Force’s Exercise Support Team conducted 17 exercises including six functional exercises, four full-scale exercises, six tabletop exercises and one orientation seminar. A selective sampling of these exercises follows:

The ultimate goal of any exercise is to discover areas that can be improved in state plans, policies and procedures, and response actions.

Strategic National Stockpile Exercise

Over three days, September 30 through October 2, 2004, the state Department of Health and Senior Services, the Department of Military and Veterans Affairs, the Task Force's Exercise Support Team and numerous state, county and local agencies participated in a three-day exercise to test New Jersey's ability to distribute the Strategic National Stockpile (SNS). The SNS program is a means of providing federally stockpiled medical items to states and communities during a public health emergency when state supplies are becoming exhausted. States are responsible for the planning, training and exercising that ensures their ability to receive, stage, store, distribute and dispense the SNS. This three-day exercise consisted of a tabletop exercise, dealing with the state's interaction with the Centers for Disease Control and Prevention (CDC) in requesting the SNS, followed by two days of full-scale exercise. One day focused on the staging and delivery of the SNS and the next on actually dispensing the SNS pharmaceuticals for prophylaxis through LINCS agencies. Designed to test New Jersey's plan for requesting, managing and dispensing the SNS during an act of bioterrorism, the exercise was an important precursor to TOPOFF 3.

Urban Search and Rescue

The State Office of Emergency Management's Urban Search and Rescue Unit coordinated and executed three successful comprehensive exercises for tunnel rescue at the Center for National Response in Standard, West Virginia. Two of these exercises were conducted with members from the state's Northeastern Urban Area Security Initiative

(UASI) Metro USAR Strike Team and one was for New Jersey Task Force 1. The Strike Team exercises each included more than 70 members from the UASI region fire departments and Port Authority Police Department. The NJ-TF1 exercise included more than 100 team members representing all six components: Search, Rescue, Planning, Logistics, Hazmat and Medical.

The Urban Search and Rescue Unit is currently enhancing its training facility to include mass transportation rescue. The facility recently received two 80-foot NJ Transit passenger train cars and a 60-foot tanker car. This will allow responders not only to train for rescue but will also provide a realistic environment for law enforcement to train for tactical operations in a train or subway car.

Port of New York and New Jersey Economic Impact/Recovery

The Port of New York and New Jersey Economic Impact Tabletop Exercise occurred during February 9 through February 11, 2005. This Department of Homeland Security-sponsored exercise tested the capabilities of the public and private sectors to interact during an incident, share information internally and externally, and establish a list of priorities for reopening the port. New Jersey State OEM participated along with New York State, New York City, Port Authority of NY & NJ, DMAVA, U.S. Coast Guard, Department of Homeland Security, FEMA, New Jersey Business Executives for National Security, and multiple corporations from the private sector.

New York and New Jersey Evacuation Seminar

The purpose of the New York and New Jersey Evacuation Seminar was to address current and future plan-

ning efforts for both states to either evacuate or receive evacuees during a natural or man-made incident. The following representatives from the public and private sectors met in October 2005 at the Sports and Exposition Authority in East Rutherford: U.S. Secret Service, U.S. Coast Guard, multiple county and state agencies/departments, Port Authority of NY /NJ, New York City Police Department, New York City OEM, New Jersey Business Force, and the American Red Cross. The seminar allowed for a better understanding of regional intentions and capabilities. Further development of area evacuation plans will lead to a functional exercise in 2006.

Utilities Exercises

The Board of Public Utilities Tabletop Exercise occurred in October 2005 and was designed to assess and continuity-of-operations for selected private and public sector partners that would be affected during an unintentional interruption of New Jersey's utilities. The terrorism scenario tested Incident Command System awareness, as well as, the effectiveness of internal and external communications between private and public sector partners. In 2004, BPU also coordinated and participated in a Water Tabletop Exercise that simulated a localized contamination event in Middlesex County. The tabletop successfully identified interdependencies among public agencies and private companies.

Burlington County Exercise Series

The Burlington County State Strategy Exercise Series consisted of four tabletop exercises, five functional exercises and ended with a major full-scale exercise in September 2005. This exercise series focused on terrorist-based scenarios designed to

test many aspects of the emergency management system. The full-scale exercise consisted of three significant events that occurred in succession in three separate venues within Burlington County: Lumberton, Medford, and Mt. Laurel. The exercise scenario involved the release of an unknown airborne substance causing mass casualties and the crash of a suspicious private aircraft that was found to contain radioactive material. The exercise concluded with a hostage/active shooter scenario. The exercise was planned and coordinated by the New Jersey State Police Exercise Unit, DMAVA, local and state health departments, local and county and state OEMs. Participants included county fire coordinators, departments of public works, Camden and Burlington County Hazardous Materials Teams, local schools, South Jersey Regional Airport, Lockheed Martin Corporation, the American Red Cross, elected officials, local and county police, fire and emergency medical services personnel.

Water/Wastewater and Dam Safety Exercises

In April 2005, the Department of Environmental Protection conducted a water/wastewater interdependency tabletop exercise with four water and wastewater utilities in the Passaic River watershed. This followed up three wastewater facility security training sessions for sector personnel funded by a grant from the U.S. EPA. DEP also participated in a Dam Safety Tabletop Exercise, coordinated by the Task Force's Exercise Support Team, in Passaic County in March 2005.

EMERGENCY RESPONSE

While the TOPOFF 3 exercise was underway, New Jersey experienced significant flooding along the Delaware River. Thousands of residents in the river basin had to be evacuated. In fact, a number of state buildings in Trenton had to be closed. Parts of State Route 29, one of the major roads into Trenton, were submerged. Flooding was severe enough that there was even preliminary discussion about postponing the TOPOFF 3 exercise. To the credit of the state's emergency responders, however, New Jersey was able to handle a real regional emergency while it was engaged statewide in a complex and simulated biological emergency.

In fact, throughout the reporting period, New Jersey's emergency responders acquitted themselves by their actions.

Katrina Response

Of particular note was Operation LEAD (Louisiana Emergency Assistance Deployment), New Jersey's deployment of emergency personnel to aid the City of New Orleans and nearby areas after Hurricane Katrina devastated the area in August 2005.

Coordinated by the State Office of Emergency Management in the Division of State Police, the operation included the creation of "Camp New Jersey," essentially a self-contained police department that led the law enforcement and other emergency services for New Orleans' Second Police District and the surrounding region. No other state in the nation helped Louisiana in this way. More than 600 personnel from across New Jersey, including local and state law enforcement officers, water rescue technicians, Hazmat personnel, decontamination person-

nel, medical support personnel and others, participated. The mission was made under the provisions of the Emergency Management Assistance Compact (EMAC) mutual aid agreement between New Jersey and Louisiana. Beginning September 3 and ending October 9, the members of Operation LEAD:

The main activities of Operation LEAD fell into the following categories:

- Uniformed police patrols. New Jersey's law-enforcement officers patrolled New Orleans' Second and Sixth police districts, and the cities of Harahan and Kenner. During much of the mission, patrols were conducted in two 10-hour patrol shifts per day, averaging 20 officers per shift.
- Unanswered 911 calls. On average, 50 officers devoted eight hours per day to effort to help Louisiana State Police clear their backlogged 911 calls.
- Protection for FEMA DEMORT teams. New Jersey's officers provided force • protection for teams engaged in body-recovery operations.
- Urban Search And Rescue (USAR). This was the major emphasis of New Jersey's early operations in Louisiana. As many as 77 New Jersey police officers and 14 members of New Jersey Task Force One worked 10 hours per day on search and rescue operations.
- Decontamination operations. Four decontamination teams with an average of 24 members provided decontamination for personnel from New Jersey and other states. One Decon Unit provided decontamination services for residents of St. Bernard Parish, and two were stationed in Baton Rouge.



- Security assignments. New Jersey officers provided security services at commercial locations throughout the cities of Harahan and Kenner.
- EMS service. The presence of ambulances and paramedics from New Jersey ensured the members of Operation LEAD would not become a burden on local EMS services. New Jersey's medical units also aided nearby communities. They provided rehabilitation for field personnel, treated minor injuries, distributed over-the-counter medications, and responded to life-safety emergencies.
- Criminal intelligence. Operation LEAD's criminal investigation contingent collected, analyzed and investigated intelligence information, and provided that information to other agencies in support of law enforcement efforts.

Operation LEAD included the following deployments of New Jersey personnel, all made under the provisions of the Emergency Management Assistance Compact (EMAC), by which states help each other in times of crisis:
- On September 3, the State office of Emergency Management sent to Louisiana five water rescue teams that included 34 personnel from New Jersey Task Force One (the state's multi-purpose search and rescue team), the New Jersey State Police, the Passaic County Prosecutor's Office, and a mechanic from the State Department of Transportation. Those teams completed their mission September 14.
- On September 7, New Jersey sent its first massive task force to New Orleans, including 153 police officers from across the state and 36 hazmat personnel from Essex,

OPERATION LEAD AT A GLANCE	
Louisiana Emergency Assistance Deployment - Sept. to Oct. 2005	
133	field deployments conducted
7,890	homes searched
174	persons sheltering in place identified
115	persons given first aid
67	persons rescued
267	animals rescued
115	bodies recovered
8	night police operations conducted
104	assists rendered to local police forces
53	force protection / security details conducted
4,028	unanswered 911 calls investigated
2,019	humanitarian deliveries made
4,134	gross decontaminations performed
190	definitive decontaminations performed
3	pet decontaminations performed
4,254	vehicles powerwashed for decontamination purposes
16	hazardous electrical and natural gas conditions neutralized
24	firearms recovered
59	intelligence reports received and analyzed
1,100	fliers with emergency contact information distributed
3,943,314	16-ounce water bottles distributed by Nat'l Guard
291	National Guard personnel from Fort Dix convoyed
50	wheeled vehicles 1300 miles to New Orleans
866	officer and
10,689	enlisted Army mandays supported by NJ National Guard

Union and Morris counties. Most of those personnel returned to New Jersey when their replacements arrived from the deployments of September 17 and 18.

- On September 13, the State sent to Louisiana two Hazmat teams that included 12 technicians from the Trenton and Cherry Hill fire departments. Those deployments lasted 10 days.
- On September 8 and September 14, the State sent a total of three donations management specialists to the State of Mississippi, to help the state determine what resources will be needed as the recovery continues.
- On September 17 and 18, New Jersey sent the second massive task force, including 148 police officers and medical support personnel from across the state and 25 decontamination personnel. Most of those personnel returned to New Jersey when their replacements arrived from the deployments of September 28 and 29.
- On September 28 and 29, New Jersey sent the third massive task force of 148 police officers and medical support personnel, and 30 decontamination personnel.

To make these deployments possible the State Office of Emergency Management worked with groups representing the Department of Health and Senior Services, Department of Transportation, Department of Military and Veterans Affairs, the State Fire Marshall, New Jersey Department of Agriculture, all 21 county offices of emergency management, all 21 county prosecutors and a host of other entities.

Other Hurricane Katrina Related activities:

New Jersey Department of Agriculture

- The New Jersey Department of Agriculture (NJDA) and the Animal Emergency Working Group (AEWG) were active in the Katrina response. Ten veterinarians from AEWG and NJDA prepared themselves to be deployed to New Orleans in response to an EMAC request. Though the EMAC request was ultimately cancelled, the mobilization was a good test of NJDA's communications and mobilization plans.

- In response to the closing of large emergency animal shelters in the area affected by the hurricane, animals were relocated to other states by animal rescue groups. Two county OEM-sanctioned emergency isolation and shelter facilities were opened in North Jersey. These facilities, one in Morris County and one in Sussex County, accepted animals from the Gulf Region. These facilities cared for approximately 150 dogs and cats and reunited a number of them with their original owners. At the time this report was being completed, Sussex County was still providing temporary shelter for ongoing animal rescue and recovery operations in Louisiana being run by Best Friends, a nationwide animal rescue organization.

- The assistant state veterinarian was deployed to Waveland, Mississippi, as a member of the Veterinary Medical Animal Team or VMAT, which is sponsored by the American Veterinary Medical Association. The assistant state veterinarian served with a small strike team that provided care for farm animals and provided veterinary services at one of the temporary shelters in that area.

- The NJDA also worked with New Jersey farmers to coordinate the provision of JerseyFresh apples to the food banks in the affected Gulf Region, utilizing the coordination and transportation of America's Second Harvest.

The Governor's Office or Recovery and Victim Assistance (ORVA)

ORVA took the lead in providing New Jersey housing for evacuees from Hurricanes Katrina and Rita. Working with FEMA, the Department of Human Services, State Police, the Department of Community Affairs, and other nonprofit groups, ORVA arranged for the identification and inspection of suitable housing for many of the 3,500 evacuees from the Gulf Region who ended up in New Jersey.

Other Response and Preparation Efforts

Flood Response

In April and October of this year, New Jersey faced flooding events as a result of unusual heavy rainfall. In April, flooding affected an estimated 3,500 homes with at least 5,600 people evacuated. That flooding took place just seven months after September 2004 flooding caused by Hurricane Ivan, and nine months after the Burlington flood, both of which led to Presidential disaster declarations. State Police's Emergency Management Section and Special Operations Section coordinated initial response operations, activated the State EOC, prepared the Governor's request for a Presidential Disaster Declaration, and in partnership with Federal Emergency Management Agency (FEMA) Region II, established a Disaster Field Office (DFO) and several Disaster Recovery Centers

(DRC) to manage the recovery process and supervise the administration of federal disaster grants to communities in the affected area. In October, flooding in isolated areas led to the evacuations of more than 457 people. The Emergency Management Section and the Special Operations Section coordinated initial response operations and activated the State EOC.

Other Response Activities

- The State Police's Hazardous Materials Response Unit handled 325 homeland security missions including chemical, biological, radiological, nuclear, and explosive agent surveillance and detection, evidence collection, sampling and identification of CBRNE materials, decontamination, environmental monitoring, scene management, and resource acquisition and management.
- The State Police Arson/Bomb Unit, in addition to coordinating the Statewide Detect and Render Safe Task Force, responded to 170 missions involving suspected explosive devices, conducted 200 bomb sweeps, 30 lectures and examined 160 fire investigations involving the loss of property that is in excess of \$20 million.
- The State Police Canine Unit, which also co-coordinated the Detect and Render Safe Task Force, responded to 9,440 missions and sweeps, many of which were related to homeland security duty during elevated alerts.
- The Urban Search and Rescue (USAR) Unit within the Emergency Management Section distributed more than \$10 million in equipment to nine fire departments within the Northeastern UASI Region: Bayonne, Elizabeth, Hackensack, Hoboken, Jersey City, Morristown, Newark, North

Hudson Regional and Paterson. These nine departments will form a UASI Metro USAR Strike Team able to respond to large technical rescue events such as building collapses, tunnel rescues, train accidents, etc. Each department will receive a heavy-duty rescue truck, uniformly loaded, with equipment valued at more than \$500,000 dollars each.

Civil Support Team

On March 9, 2004, the Secretary of Defense announced that New Jersey would be among 12 states that would be allowed to stand up a Civil Support Team (CST). This fulfilled a longstanding request of the Department of Military and Veterans Affairs.

These federally funded Civil Support Teams were established to deploy rapidly to assist local incident commanders in determining the nature and extent of a WMD attack or incident, provide medical and technical advice, and pave the way for the identification and arrival of follow-up state and federal military response assets. They provide initial advice on what the attack agent or agents may be, assist first responders in that detection assessment process, and are the first military responders on the ground. Thus, if additional federal resources are called into the situation, they can serve as an advance party.

The approval of New Jersey's 21ST Civil Support Team (Heavy) marked a significant milestone. In June 2005, the team successfully completed its External Evaluation. In December 2005 it received its final, formal approval and certification from the Secretary of Defense. This team will provide New Jersey with a tremendous resource that can be tapped into for sampling and analysis of hazardous materials in response to an incident. The 21ST CST

also presents a tremendous training resource for state first responders who may have to face situations in which WMD may be present.

Statewide Industrial Mutual Aid Cooperative for Firefighters

In fall 2002, the Division of Fire Safety in the Department of Community Affairs recognized that those industries throughout the state with in-house firefighting capabilities remained an untapped resource. Ultimately, the Division collaborated with these industries and established a consortium called the Mutual Aid Cooperative-State Industrial Chiefs (MAC-SICS). This cooperative makes available the resources and expertise of the private sector to the public sector to assist in large-scale emergency responses, such as those that could be caused by a terrorist attack. In September 2005, the Division of Fire Safety and approximately 20 private industrial firefighting companies in the petrochemical, pharmaceutical, power generating and other industrial sectors signed a memorandum of understanding to formalize their cooperative agreement.

MAC-SICS has also partnered with New Jersey Business Force/Business Executives for National Security (BENS) in BENS's cooperative efforts with the State's Office of Emergency Management, Department of Health and Senior Services and the National Guard. The cooperative activities focus on: Business Response Network, Business Volunteer Training and End-Use Distribution of the National Pharmaceutical Stockpile.

Complying with the National Incident Management System (NIMS)

All states, including New Jersey, now have to conform to national standards for responding to incidents. Called the National Incident Management System, the NIMS is intended to provide “a consistent, flexible, and adjustable national framework within which government and private entities at all levels can work together to manage domestic incidents, regardless of their cause, size, location, or complexity. This flexibility applies across all phases of incident management: prevention, preparedness, response, recovery, and mitigation.”

The NIMS was developed by the federal government as a consistent nationwide approach to allow federal, state, territorial, tribal and local governments to work effectively and efficiently together to prepare for, prevent, respond to, and recover from emergency incidents, regardless of their cause, size, or complexity. It was approved by the federal government on March 1, 2004. The federal government required that state and local governments adopt the NIMS by legislation or executive order to remain eligible for federal preparedness funding.

As noted earlier, in August 2005, Governor Codey signed Executive Order Number 50 establishing NIMS as New Jersey’s standard for incident management by first responders throughout the state. The order, developed in consultation with the Task Force, directed all state departments and agencies to issue whatever directives, administrative orders and regulations necessary within the next 60 days to ensure the use of the NIMS on all incidents by first responders at the state department and agency, county and local level.

The order further directs that all state department commissioners, agency heads and senior staff, as well as all first responder personnel should take training in the NIMS. It also directs that the NIMS be incorporated into existing training programs and exercises, and that the state’s first responders must participate in multi-disciplinary exercises and drills that employ the NIMS.

The fact that New Jersey has this executive order will allow municipalities, fire companies, ambulance squads, police departments and other first responders to remain eligible for federal grants including the Assistance to Firefighters grant program, the Homeland Security and Urban Area Security Initiative grant programs, along with more than 50 other federal preparedness programs.

As noted previously, in September 2005, Attorney General Harvey issued a law enforcement directive (No. 2005-2) requiring that all law enforcement officers in the state be trained in the Incident Control System a basic level before the end of 2005. The directive then goes on to require more advanced training in phases within the next two years.

Fortunately, the NIMS is not unfamiliar to New Jersey first responders. It incorporates the same Incident Command System that has been used in the state by firefighters, the State Forest Fire Service, county and municipal emergency managers, the State Police, the State Police’s Office of Emergency Management, and many other first responders for more than a decade.

The state has established a NIMS Web site (www.NIMS.nj.gov) to familiarize first responders with the system and is actively involved in training and other activities to help ensure that the state’s approximately 150,000 first responders comply with the new national requirements.

The approval of New Jersey’s 21ST Civil Support Team (Heavy) marked a significant milestone and fulfilled a longstanding request of the Department of Military and Veterans Affairs.