

The New Jersey Emergency Management Agency

A New View for a New Century



A proposal prepared by

The New Jersey Fire & Emergency Medical Services Institute

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EXECUTIVE SUMMARY

Historically, the Office of Civil Defense in New Jersey has been located in the Department of Defense (now the Department of Military and Veterans Affairs) and the Department of Law and Public Safety, Division of State Police. Similarly, at the federal level, the Defense Civil Preparedness Agency and later the Federal Emergency Management Agency (FEMA) have been assigned to various Departments. Recently, FEMA was incorporated into the new Department of Homeland Security.

From time to time the question is asked, “Should the Office of Emergency Management be in the Division of State Police?” The reorganization at the federal level suggests that restructuring in New Jersey should be considered for the sake of consistency and ease in working with the respective federal directorates.

From a review of the Office of Emergency Management in other states, it is found that they are located:

Governor’s Office/Executive Agency	11
Adjutant General/Military Affairs	22
Department of Public Safety/State Police	14
Others	3

Of the 14 in the Department of Public Safety or State Police, most are a separate section, bureau, or office in the Department of Public Safety. Only in New Jersey and Michigan are the Offices of Emergency Management directly in the State Police.

The review of emergency management in other states also reveals that a large majority of the agencies are lead by an official, often a Director, who is appointed specifically to that post. In New Jersey, the Director (Superintendent) of the Division of State Police is the State Director of Emergency Management.

As “civil defense” has evolved, the original emergency services—police, fire, and emergency medical services—have expanded. Highways, public works, welfare, animal protection, finance, environmental, utilities, hazardous materials, and many other disciplines now have vital roles to play in “emergency management.”

This evolution demands that a separate office reporting directly to the Governor would be a better coordinator of the expanded list of “players” in emergency management. Such reorganization would better define the relationship between homeland security, counter terrorism, and emergency management.

I. INTRODUCTION

The New Jersey Fire & Emergency Medical Services Institute (herein after call the Institute) proposes the creation of a separate New Jersey Emergency Management Agency within the Office of the Governor. The changing requirements of our nation's emergency management needs demands a restructuring of the way the State administers this program. The arguments presented here are based on the Federal model of a centralized Homeland Security Agency. The growing national trend of states governments choosing to house the emergency management function outside the confines of any single operational unit demonstrates their understanding of the benefits of this model. It is the hope of the Institute that our state leadership will favorably consider this positive change as it reviews proposed legislation related to this topic.

II. HISTORY OF FEDERAL CIVIL DEFENSE

Under the original provisions of the Federal Civil Defense Act (50 U.S.C.App. 2251 et seq.), the responsibility for civil defense rested with the states. In the 1950's concern regarding nuclear war led to the role of the Federal Government in providing the states with assistance in the event of such an attack. In the 1970's Congress recognized that the joint Federal-State civil defense organizational structure could be used to provide relief and assistance in disasters other than enemy attack. The principal agency of the Federal Government was the Defense Civil Preparedness Agency.

President Carter's July 20, 1979 Executive Order No. 12148 merged many of the separate disaster-related responsibilities into a new Federal Emergency Management Agency (FEMA). Among other agencies, FEMA absorbed: the Federal Insurance Administration, the National Fire Prevention and Control Administration, the National Weather Service Community Preparedness Program, the Federal Preparedness Agency of the General Services Administration and the Federal Disaster Assistance Administration activities from HUD. Civil defense responsibilities were also transferred to the new agency from the Defense Department's Defense Civil Preparedness Agency.

FEMA received a dual mandate under the Defense Appropriations Act; (1) establish a civil defense system to protect from enemy attack and (2) design the system to be adaptable for use in the event of natural disaster.

There was a shift in the relationship between the Federal Government and the states with a provision of the Department of Defense Authorization Act of 1980 that required state matching funds to Federal monies for the construction of state emergency operations centers.

Under an Act of November 20, 1981, responsibility for the Federal response to another natural disaster—fire—was assigned to FEMA when the Federal Fire Prevention and Control Program came to FEMA as the U. S. Fire Administration.

The shift from the defense orientation that originally motivated the Federal Civil Defense Act to a primary emphasis on disaster response was completed in 1982. A provision of the Defense Authorization Act provided for full dual use of funds for attack-related and disaster-related civil defense.

In the development of formal safety plans and crisis-management plans, four basic elements of emergency management evolved.

1. Mitigation
2. Preparedness
3. Response
4. Recovery

Mitigation is action taken to eliminate or reduce the degree of long-term risk to life and property from natural, technological, or man-made hazards. FEMA defines mitigation as “acting before disaster strikes...to reduce the effect of disaster when it occurs.

Preparedness is action taken in advance to develop operational capabilities and facilitate effective response when an emergency occurs.

Response is action taken immediately before, during, or after an emergency to save lives, minimize damage, and enhance the effectiveness of recovery.

Recovery is activity to return vital life support systems to minimum operating standards and long-term measures designed to return facilities, programs, and operations to normal or improved levels.

The creation of the Department of Homeland Security (DHS) is the most significant transformation of the U.S. government since 1947, when Harry S. Truman merged the various branches of the U.S. Armed Forces into the Department of Defense to better coordinate the nation's defense against military threats. In the aftermath of the terrorist attacks against America on September 11th, 2001, President George W. Bush decided 22 previously disparate domestic agencies needed to be coordinated into one department to protect the nation against threats to the homeland.

The new department's first priority is to protect the nation against further terrorist attacks. Component agencies will analyze threats and intelligence, guard our borders and airports, protect our critical infrastructure, and coordinate the response of our nation for future emergencies. Besides providing a better-coordinated defense of the homeland, DHS is also dedicated to protecting the rights of American citizens and enhancing public services, such as natural disaster assistance and citizenship services, by dedicating offices to these important missions.

Department Components:

- Border & Transportation Security
- Emergency Preparedness & Response
- Information Analysis & Infrastructure Protection
- Science & Technology
- Management
- Coast Guard
- Secret Service
- Citizenship & Immigration Services
- State & Local Government Coordination
- Private Sector Liaison

The Directorate of Emergency Preparedness and Response will ensure that our nation is prepared for catastrophes—whether natural disasters or terrorist assaults. Not only will the Directorate coordinate with first responders, it will oversee the federal government's national response and recovery strategy. FEMA is part of this Directorate.

To fulfill these missions, the Department of Homeland Security will build upon the Federal Emergency Management Agency (FEMA), which has a long and solid track record of aiding the nation's recovery from emergency situations. FEMA's efforts to reduce the loss of life and property and to protect our nation's institutions from all types of hazards through a comprehensive, risk-based emergency management program of preparedness, prevention, response, and recovery will continue. And it will further the evolution of the emergency management culture from one that reacts to disasters to one that proactively helps communities and citizens avoid becoming victims. The Directorate will also continue FEMA's practice of focusing on risk mitigation in advance of emergencies by promoting the concept of disaster-resistant communities.

III. CIVIL DEFENSE IN NEW JERSEY

The "Civilian Defense and Disaster Control Act" was signed into law as P.L. 1942, c.251. The purpose of this act was to provide for the health, safety and welfare of the people of the State of New Jersey and to aid in the prevention of damage to and the destruction of property during any emergency by prescribing a course of conduct for the civilian population of this State during such emergency.

The law created the Office of Civilian Defense Director in the State Department of Defense. Under the supervision of the Adjutant General, Department of Defense, the Civilian Defense Director was concurrently assigned the duties of State Disaster Control Director.

On July 22, 1976, in accordance with the Executive Reorganization Act of 1969, the functions, powers, and duties of the Office of Civilian Defense Director were transferred from the Department of Defense to the Department of Law and Public Safety.

In Executive Order No. 101, dated December 17, 1980, Governor Brendan Byrne established the Office of Emergency Management in the Division of State Police of the Department of Law and Public Safety. The functions of the former Office of Civilian Defense Director were assigned to the State Director of Emergency Management. The creation of FEMA at the national level was cited in the preamble to the Order.

The Director of the Division of State Police (Superintendent) is the State Director, Office of Emergency Management. The Section organizes, directs, staffs, coordinates and reports the activities of the Communications Bureau, Emergency Management Bureau, Operational Dispatch Bureau, and the Operational Planning Bureau. The Supervisor and staff facilitate the flow of information to and from the various Bureaus supervised and serve as a conduit for communication with other Division entities. The Section is also responsible for planning, directing and coordinating emergency operations within the State which are beyond local control.

In 2002, Governor James E. McGreevey issued Executive Order No. 33 creating the Office of Counter-Terrorism "to administer, coordinate and lead New Jersey's counter-terrorism and preparedness efforts with the goals of identifying, deterring and detecting terrorist-related activities. . . ."

IV. PARALLELS BETWEEN FEDERAL AND STATE EMERGENCY SYSTEMS

Parallels Between Federal and State Emergency Systems			
Federal		State	
		1942	Civil Defense and Disaster Control Act. Director in Department of Defense
1950	Civil Defense Act		
1958	Office of Defense and Civilian Mobilization created in the Executive Office		
1961	Civil Defense assigned to the Secretary of Defense		
1979	Creation of FEMA	1976	Office moved to the Division of State Police in the Department of Law and Public Safety
1989	Office of Emergency Management created		
2001	Office of Homeland Security created		
2002	Department of Homeland Security created	2002	Office of Counter Terrorism created

The history on both the federal and state level demonstrates a shift in the emphasis of “civil defense” through the years. Initially, the emphasis was solely on the protection of the civilian population from enemy attack during World War II. By the end of the War and into the cold war era, emphasis shifted to protection from nuclear attack and fallout. Later, the emphasis was placed on “all hazard risks.” Following the devastation of September 11, 2001, there was a shift to homeland security and counter terrorism.

The table above also shows that as the emphasis of “civil defense” changed, its location within government, both at the national and state level, also changed.

The tragic events of September 11 reinforced the adage “All emergencies are local.” On that premise—given a U.S. population of over 285 million, some 56 states, territories, and possessions, 3,066 counties, and thousands of municipalities—the greatest challenge of the Bush administration in formulating a comprehensive Homeland Security strategy will be ensuring that it is truly national in scope. This National Homeland Security Strategy is the keystone to achieving the unity of effort necessary to succeed on this battlefield. It must coherently integrate the ends, ways, and means of the Federal, state, and local levels to enable the effective use of all available resources, at all levels of government, toward a common purpose: the security of America and its citizenry.

Securing the “domestic battlespace”—a highly complex environment—requires Federal departments and agencies, state and local governments, the private sector, and individual citizens to perform many strategic, operational, and tactical level tasks in an integrated fashion. These actions must be synchronized with others that are being taken on the international front to prosecute the war against global terrorism. The challenges and demands associated with this undertaking are immense. Success will depend largely upon the Nation’s ability to achieve unity of effort at all levels of government.

One way for the State to support unity is to reorganize the emergency management/WMD/ counter terrorism/homeland security effort to more nearly match the national organization.

The Department of Homeland Security will coordinate, simplify, and where appropriate consolidate government relations on its issues for America’s state and local agencies. It will coordinate federal homeland security programs and information with state and local officials.

The Department will give state and local officials one primary contact instead of many, and will give these officials one contact when it comes to matters related to training, equipment, planning, exercises and other critical homeland security needs.

V. PROPOSAL

Emergency Management requires the coordination of many agencies and operational units across state, county, and municipal lines. Depending on the nature and magnitude of the emergency, the Fire Service, Police, Emergency Medical Services or Emergency Management may be responsible as the lead agency.

While consolidation of these four operational components is neither practical nor necessary, the administration of statewide emergency management would be best served by a centralized agency located outside the confines of any one operational unit. **We therefore propose the creation of The New Jersey Emergency Management Agency within the Office of the Governor.**

How we get there is to follow the lead of our Federal model as well as successful State models such as that found in Pennsylvania's Emergency Management Agency (PEMA). In both instances, emergency management has been elevated to the level of an executive branch office. The changing and complex nature of emergency management demands that New Jersey promptly address this need. Coordination of all key public safety functions can be more efficiently managed by bringing emergency management to a new organizational home.

The Office of Emergency Management, in the Division of State Police, was a logical home during the transition years from civil preparedness to all hazards emergency management, a transition which started in the late 1970's. They were well-suited to handle the task of redefining emergency management based on the new Federal model and offered the organizational structure necessary to transition these responsibilities from the State Department of Defense. The world of emergency management has drastically changed of the past several years and even more rapidly since September 11, 2001, and so must the way the State handles this function.

In contrast to Law Enforcement, the Fire and EMS Services present more complex organizational challenges for state level coordination. Their structures range from independent districts, to municipal units, to independent service providers, only son of which answer directly to a governing body. While this lack of top to bottom command and accountability may make it a difficult task to centralize oversight on procedure, the Fire and EMS Services represent primary

constituents in responding to today's heightened threat of a multiple incident attack primarily in the form of weapons of mass destruction (WMD). The prominent role of Fire and EMS in the emergency management organization of the new millennium warrants equal representation in the state level decision making process.

The State of New Jersey should follow the example set by the Federal Government. The lead agency for emergency management organizations and operations reports directly to the President and has parity with other Cabinet agencies. One of the greatest challenges facing our nation in formulating a comprehensive homeland security strategy will be ensuring that it is truly national in scope. Securing this highly complex environment requires Federal departments and agencies, state and local governments, as well as the private sector and individual citizens to perform many strategic, operational and tactical level tasks in an integrated fashion. One effective way for the State to achieve unity with the Federal model is to reorganize emergency management to more closely reflect the national organization. This new agency will give state and local officials one primary contact instead of many, particularly in matters related to training, equipping, planning, exercising and other critical needs.

VI. CASE STATEMENT

In New York City, even prior to September 11th, it was recognized that a separate emergency management agency within the Office of the Mayor, not only provided closer coordination with key elected officials as responsible parties, but provided the necessary representation for each of the key functions. Furthermore, while overall costs have risen to meet new threats, the general administrative and operating costs were streamlined by removing this function from the Police Department. The realization that emergency management is a planning and support function, not an operational function in and of itself, was key to this success. Likewise in New Jersey, it is not sufficient to rely on a strong local presence of the Fire Service and EMS. We need closer cooperation between the Fire, Police, and EMS leadership if we are to successfully handle greater potential threats and larger incidents at the state and local levels.

Due to its current location within the New Jersey Division of State Police, emergency management is currently viewed as a police function. While this may have worked prior to September 11th, it does not address the very different focus of emergency management since that event. In the early days of emergency management, under the auspices of civil defense, emergency management was limited to natural or accidental man-made disasters where they would handle evacuation and relocation of the citizenry and provide temporary shelter. They coordinated with the police to secure evacuation areas and handled massive traffic diversions. Now a major concern is the threat of a potential chemical,

explosive, biological, radiological or nuclear (CEBRN) attack on the population. **The primary response to such an attack will be made by the Fire Service and Emergency Medical Services.** The police will provide initial first aid. However, their primary focus is elsewhere, that is security and investigative services. The police cannot perform these duties until the Fire Service contains the threat and decontaminates the victims so that Emergency Medical Services can provide definitive treatment and transport. Because of the greatly enhanced roles of Fire and EMS in major emergencies of the future, they must be made strong partners in emergency management. Following the lead of other progressive states it is time for New Jersey to consider a new Emergency Management Agency.

The present policy of having agencies within various branches of government whose task it is to plan for that agency's preparedness and response, does not maximize the potential for day-to-day familiarity and integration of functions which are together in the field. The National Guard emergency response planners, the Departments of Health's bio-terrorism and public health disaster planners, the Attorney General's Office of Counter Terrorism and Domestic Security Preparedness Task Force as well as elements of the Office of Emergency Management all have certain overlapping responsibilities. None of these, however, bring in Fire and Emergency Medical Services leadership as full partners. This does not require a statutory initiative. It demands a more effective organizational structure reporting directly to the Office of the Governor.

Now more than ever, emergency management at the state level must prepare for attacks involving weapons of mass destruction. While WMD training currently makes up about 5% of the Fire and EMS training programs, preparation for WMD is now the primary focus of emergency preparedness. Investing in Fire and EMS directly promotes emergency response preparedness. We must begin at the most basic level by recognizing that structural firefighter personal protective equipment is not inherently chemical protective. At least a core of firefighters from every department needs to be trained to hazardous materials technician level if there is any hope of managing the first response task of air testing and monitoring to identify the agent of attack. In the City of Perth Amboy, for instance, at least six firefighters per shift are being trained to this level. Efforts like this must be coordinated across the State.

Using bio-terrorism funds to provide disposable escape hoods to EMS personnel is a poor investment. EMS must have reusable full-face respirators with appropriate canisters and backups to perform their duties in or near suddenly dangerous environments as well as during treatment and transport as necessary. Winds and chem/bio agents travel and shift. Running to escape only provokes panic and loss of vital services and possibly lives.

Investment targeted to WMD-specific protective equipment and training is not a duplicate investment. These specific needs are supplemental to day-to-day

requirements and must not be viewed otherwise. Fire and EMS agencies are required to provide initial citizen contact services. The primary emphasis in law enforcement is to recognize the hazard, communicate and defend. Each of these roles is part of an integrated response and each must be equally supported.

VII. STATE OFFICES OF EMERGENCY MANAGEMENT

The National Emergency Management Association published *The Face of NEMA: A Look at State Emergency Management Directors & Their Agencies* in February, 2003. A table shows where State Emergency Management Agencies are organized.

Governor's Office/Executive Agency	11
Adjutant General/Military Affairs	22
Department of Public Safety/State Police	14
Others	3

Of the 14 states which have their emergency management agencies located within the Department of public Safety, only New Jersey and Michigan have emergency management located within the Division of State Police. NEMA does not tell us how these agencies came to reside in their current organizational homes. However, it is stated that "Governors are becoming more aware of the importance of well-planned crisis management to their administrations and therefore are moving emergency management within their cabinets in increasing numbers. The sixteen directors report directly to the governor – up from 10 in 2002". We propose that New Jersey follow that trend.

In New Jersey, the Office of Emergency Management is one of eight sections of the Division of State Police. The Division of State Police is one of ten divisions in the Department of Law and Public Safety. An internet search was conducted in the other 13 States when Emergency Management is in the Department of Public Safety/State Police.

The Delaware Emergency Management Agency is a division within the Department of Public Safety and is authorized by Delaware Code, Title 20, Chapter 31§3101-3130.

The Massachusetts Emergency Management Agency is part of the Office of Public Safety. That Office includes the Department of Correction, Department of Fire Services, Department of State Police, the Military Division/Massachusetts National Guard, and others.

The Michigan Department of State Police includes the Office of the Director and three Bureaus. The Office of the Director has six offices and divisions including the Emergency Management Division.

The Minnesota Department of Public Safety organizational chart has five positions reporting to the Commissioner. A Deputy Commissioner heads one of those positions which had seven units including Emergency Management, Fire Marshal/Pipeline Safety, and State Patrol, Capitol Security. Another of the five positions directly under the Commissioner is a Homeland Security Advisor.

The Missouri Department of Public Safety includes the Office of the Director and 10 divisions or agencies including the State Emergency Management Agency, Division of Fire Safety, Missouri State Highway Patrol, and Missouri Adjutant General

Emergency Management is one of 11 divisions or offices in the Nevada Department of Public Safety. Some of the others are Highway Patrol, Office of Criminal Justice, and State Fire Marshal.

The New Mexico Department of Public Safety includes an Office of Emergency Services and Security.

The Emergency Management Division is one of nine agencies within the North Carolina Department of Crime Control and Public Safety. The division was created by the Emergency Management Act of 1977. The six major functional sections are Public Information, Hazard Mitigation, Operations, Logistics, Information and Planning, and Finance. Other agencies in the Department of Crime Control and Public Safety are the National Guard and State Highway Patrol.

The Executive Branch of the Ohio Emergency Management Agency directs the operation of the agency, and advises the director of the Department of Public Safety and the Governor on emergency management and response, actions and issues.

The Texas "Governor's Division of Emergency Management" (DEM) was Established in the Office of the Governor by the Texas Disaster Act of 1975. The DEM has been placed under the control and direction of the Director of the Texas Department of Public Safety (DPS). The DPS Director appoints the State Coordinator to manage the State DEM on a daily basis, and the Coordinator reports both to the Governor and to the DPS Director. DPS is comprised of five major Divisions: Administration, Driver License,

Traffic Law Enforcement, Criminal Law Enforcement, and Texas Rangers.

Emergency Services and Homeland Security is one of 11 divisions and bureaus in the Utah Department of Public Safety. Other agencies include the Fire Marshal's Office and the Utah Highway Patrol. Homeland security programs are also administered at the division. Governor Mike Leavitt created the Homeland Security Taskforce (HLS), a bureau of DES.

The Department of Public Safety is Vermont's largest law enforcement agency. The Department's statutory purpose is to promote the detection and prevention of crime, to participate in searches for lost and missing persons, and to assist in cases of statewide or local disasters or emergencies. In order to carry out this purpose the Department is organized into three divisions, the Vermont State Police, Vermont Emergency Management and Criminal Justice Services.

The Virginia Department of Emergency Management (VDEM) is a state agency that works ensure a comprehensive, efficient and effective response to emergencies and disasters throughout Virginia. VDEM is organized around four divisions with a staff of approximately 75 employees, reporting directly to the Secretary of Public Safety and the Governor of Virginia.

In *The Face of NEMA* report, state emergency management agencies are part of the Adjutant General's office or assigned to Military Affairs in 22 states. New York is listed as one of the 22. However, a web search for the New York State Emergency Management Office (SEMO) reveals that the Director of SEMO is the chair of the Disaster Preparedness Commission which is comprised of the commissioners, directors or chairmen of 23 state agencies or offices and one volunteer organization, the American Red Cross. Among its responsibilities are the preparation of state disaster plans; directing state disaster operations and coordinating those with local government operations; and coordinating federal, state and private recovery efforts.

Locating the New Jersey emergency management/WMD/ counter terrorism/homeland security effort in the Department of Military and Veterans Affairs is not a viable solution. First, elements of the National Guard are frequently nationalized and would not be available for in State deployment.

Second, the Guard provides several operational units to Emergency Management responses similar to the Division of State Police.

State Emergency Management Agencies are part of the Governor's Office or an Administrative Agency in 11 States. Pennsylvania is one of those 11.

The Pennsylvania Emergency Management Agency (PEMA) is an executive agency reporting directly to the Governor of the Commonwealth. PEMA has a unique role to play in coordinating the resources of virtually every state agency in times of disaster or emergency. PEMA and the Office of the State Fire Commissioner, together with other state, county and local agencies, are deeply involved in training response forces to deal with homeland security.

In New Jersey, Emergency Management activities involve many operational units of the State Police; Arson/Bomb, High Tech Crime, Hazardous Materials Emergency Response, Crime Scene Investigation, etc. Obviously, operational units of many other Departments of State government, county and local governments, and independent agencies and industries are part of the response system of Emergency Management.

It is desirable that the Homeland Security/Emergency Management agency/office that coordinates the response be separate from the operational agencies.

The creation of an Office of Homeland Security in the Governor's Office including Emergency Management, the relocation of the Emergency Management Section to the Office of the Governor, or the creation of a Department of Homeland Security similar to the U.S. Department of Homeland Security will provide

1. A State focus on homeland security and emergency management as a cabinet level department or reporting directly to the Governor
2. A management system separate from the individual operation units
3. A direct link to the several directorates of the US Department of Homeland Security.

Where an agency is located within state government has great bearing on its' approach to management and it's organizational effectiveness. The current location of the Office of Emergency Management within the Division of State Police bespeaks a single operational approach and leadership. Emergency management requires the leadership of an experienced manager in the emergency services, not a technical expert in one particular discipline. While the State Police may theorize about fire needs within the scope of emergency management, those fires needs have never been validated by the Fire Service. At the State level, neither the Fire Service nor EMS have been afforded a voice

equal to that of law enforcement in the field of emergency management. An interdisciplinary, independent emergency management agency with equal representation and daily input from each public safety function would add that missing dimension so vital to operational readiness.

The Governor's Executive Order number 53, effective March 31, 2003 formed the "Governor's Fire Service & Safety Task Force". This Task Force will study several aspects of fire department performance, including major emergency response, and will develop recommendations regard interdepartmental training exercises to prepare for major emergency response. Under the leadership of the Director of the Division of Fire Safety, the Governor has seen fit to bring together representatives of the Attorney General's Office, numerous fire service associations and the League of Municipalities. This is an important first step toward giving the fire service an equal voice at the state level.

The State also has an EMS Advisory Council appointed by the Commissioner of Health. This group provides input and direction for future improvement of our diverse EMS system. It has also created a Blue Ribbon Panel which has offered a series of recommendations to stimulate discussion and possible changes. This project is currently the subject of much debate and, like The Governor's Fire Service Task Force, should be linked to other operational and planning studies and discussions within the public safety system.

The Pennsylvania Emergency Management Agency (PEMA) provides us with a model as we attempt to take the next important step toward a permanent centralized Emergency Management Agency. As in PEMA, we recommend an appointed agency head to lead a New Jersey Emergency Management Agency. At the operational level, the functional bureaus dealing with Police, Fire, & EMS would be headed by an expert within each field. These bureaus would not direct day-to-day operations; however, they would be responsible for planning and resource development. For example, the fire component would not deal with fire prevention or local fire emergencies. The EMS Bureau would not concern itself with issues of medical direction or policy in day-to-day operations. What the Agency would do is: 1, plan for the use of existing resources in each of the professions - 2, monitor the status of available resources daily on a statewide basis - 3, support local and regional response efforts in less than catastrophic situations - 4, Coordinate resources and external support during a declared emergency. In effect, it would carry out the basic functions of emergency management including planning, response, recovery and preparedness.

Also included at the agency level should representatives or liaisons from other appropriated state agencies. By having, on-hand, those with direct knowledge of, and accessibility to current available resources, information would be up-to-date and serve as a true beginning for field coordination based on planning. The required resources could mobilize immediately.

The multi-tasked nature of emergency management requires that all players be brought to the table equally. This coordination is essential to protect the safety of our communities. By reassigning the emergency management function to the Office of the Governor, a clear message of importance and cooperation at the highest level of government will be delivered to our responders both volunteer and paid alike. This single act will signal a new emphasis and understanding of the vital services provided by these individuals and empowers them with the direct communication path necessary for the closest cooperation and quickest response to major threats.

VIII. CONCLUSION

By creating a new Emergency Management Agency in the Office of the Governor, we can accomplish these goals. Considering the unpredictability of where and when the next catastrophic emergency will take place, the urgency of this reorganization cannot be overstated. New Jersey has a tremendously talented pool of candidates from which to draw in all facets of emergency management. The New Jersey Fire and Emergency Medical Services Institute strongly believes that this vital coordination function must be positioned so as to ensure the closest possible oversight by the leadership of state government. The chain of authority must fully utilize the talents and resources of each public safety function for the most efficient effective protection of our citizens.

A HISTORY OF THE INSTITUTE

In 1991, a group of leaders from the fire and emergency medical services of New Jersey met to consider the formation of a New Jersey Fire and Emergency Medical Services Institute. The organization was formed similar in scope to the Congressional Fire Services Institute. Our goal is to provide information to the Legislature, Administration and the Fire and Emergency Medical Services and to provide input to both legislation and administrative regulations.

The Institute is a non-profit organization which is organized and exclusively operated for educational and charitable purposes in accordance with the provisions of Section 501C (3) of the Internal Revenue Code.

The Mission Statement adopted by the Institute describes the work that it does.

- Serve to educate the members of the New Jersey Senate and General Assembly and the Administration concerning fire and emergency medical services issues.
- Serve the educational needs of a New Jersey Fire & Emergency Medical Services caucus in a non-partisan unbiased fashion.
- Track legislation, administrative proposals and monitor hearings.
- Keep members of the public and the fire and emergency medicals services informed.
- Assist in eliminating the loss of life and property and injuries by fire and other emergencies.

The officers of the Institute and the organizations they represent are:

President	Paul D. Roman	NJ EMT Registry
Vice President	Al Musicant	NJ State Volunteer Firemen's Association
Secretary	Roger Potts	NJ State Association of Fire Districts
Treasurer	Charles Moots	NJ State Firemen's Advisory Council

The Following members of the Board of Directors also greatly assisted in the research and writing of this paper:

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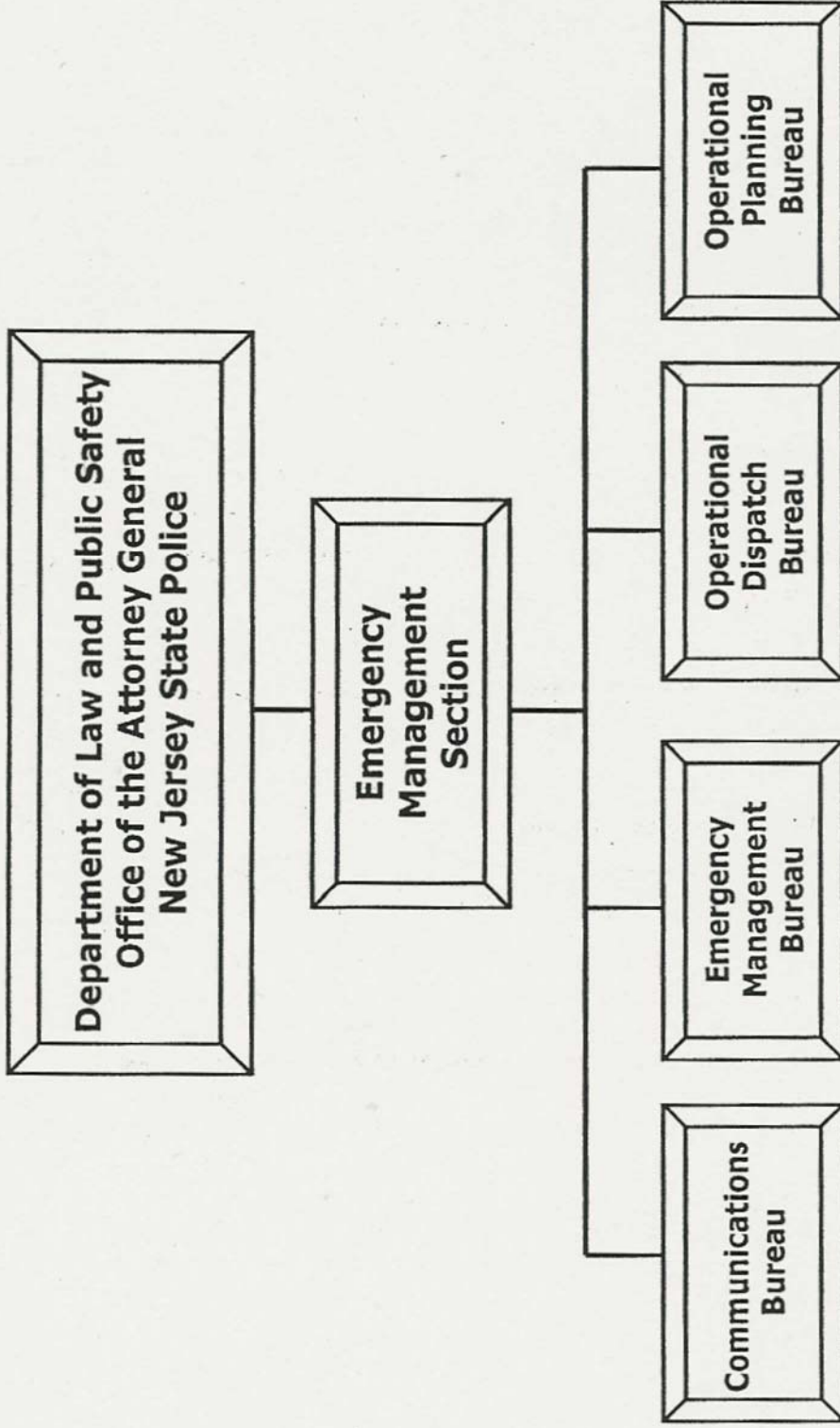
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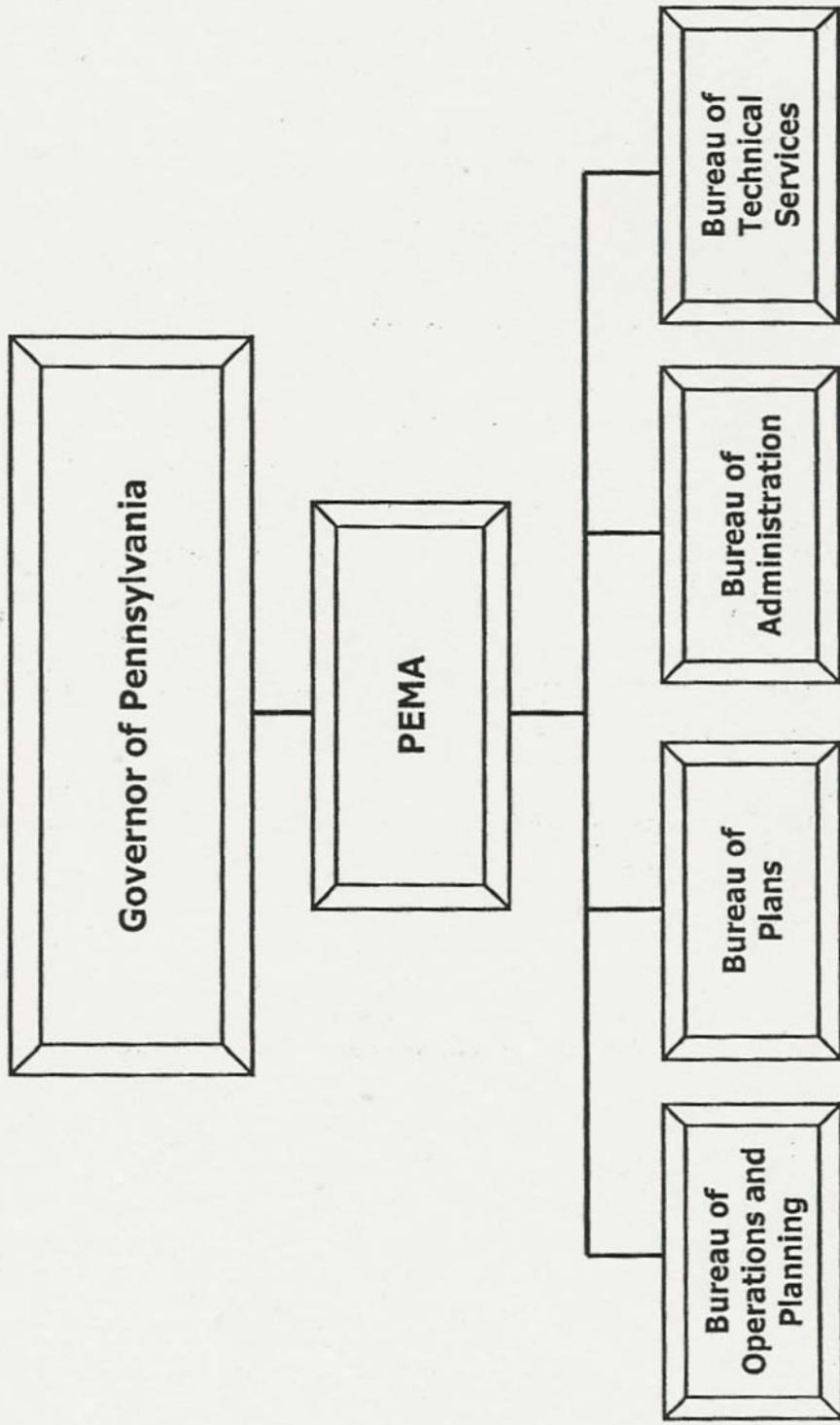
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(Interview), Marko Bourne, Assistant Director US Fire Administration, FEMA, and former Executive Director of the Pennsylvania Fire Services Institute

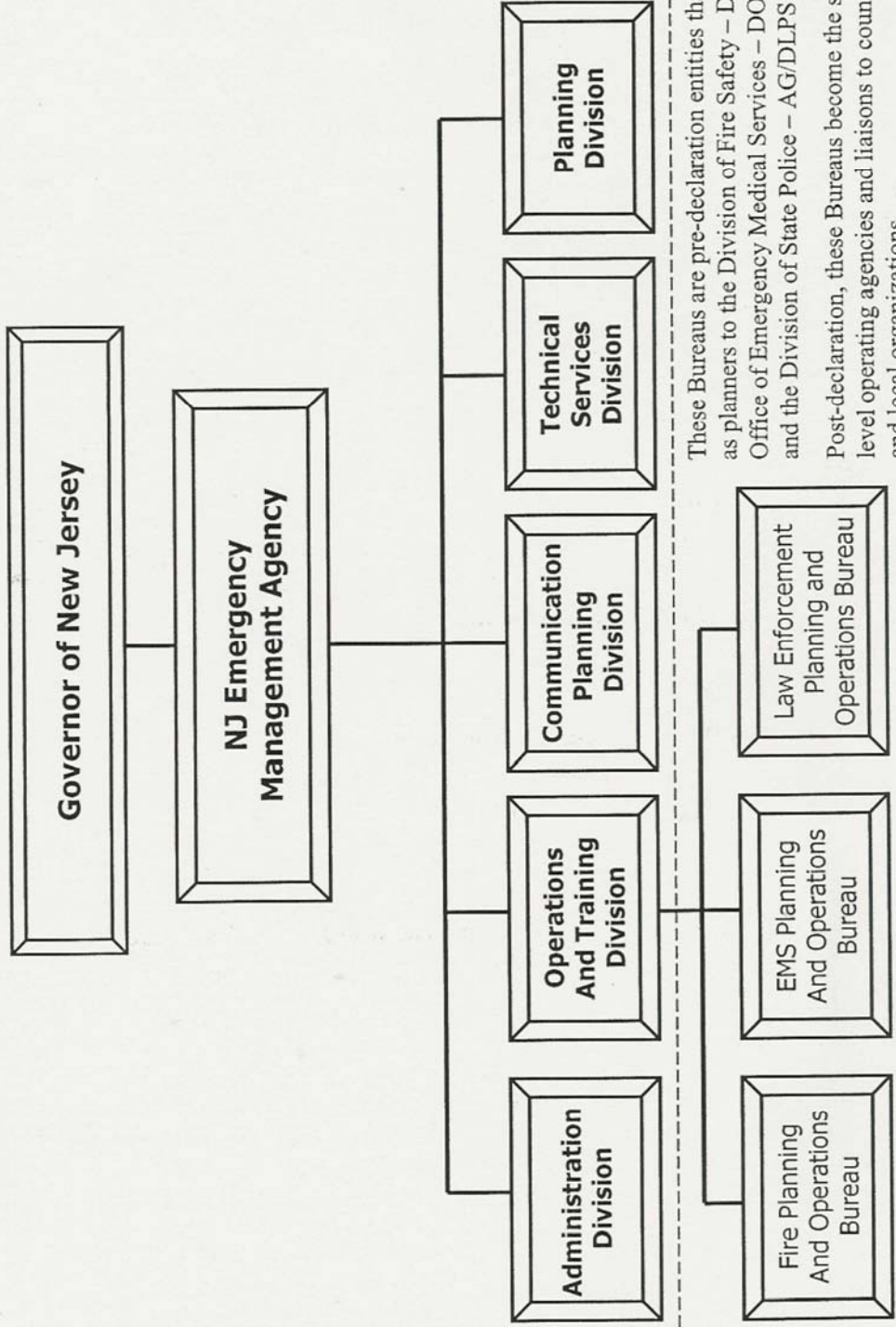
Current New Jersey System



Pennsylvania Emergency Management Agency



NJF&EMSI Proposed New Jersey System



These Bureaus are pre-declaration entities that act as planners to the Division of Fire Safety – DCA, Office of Emergency Medical Services – DOH, and the Division of State Police – AG/DLPS (). Post-declaration, these Bureaus become the state level operating agencies and liaisons to county and local organizations.