

Staff Briefing

Homeland Security in Connecticut

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Legislative Program Review
& Investigations Committee

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Homeland Security in Connecticut

Connecticut has had an emergency response function and personnel dedicated to this purpose for many years. However, the mission of emergency management agencies today is much broader than the mission given the predecessor civil defense agencies of the 1950s and 60s.

Historically, preparing and planning for emergencies typically begins with the identification of the disasters that have occurred in the community in the past. These are the known and most probable hazards or threats. In Connecticut, natural hazards pose the most likely threats including floods, severe thunderstorms, hurricanes, tornadoes, ice storms, winter storms, blizzards, and coastal storms. However, the events of September 11, 2001, forced federal, state, and local governments to redirect their focus on preparing for and responding to terrorist incidents such as the use of chemical, biological, radiological, and nuclear weapons.

Connecticut's citizens were directly affected by the events of September 11 and the subsequent anthrax outbreaks later that fall. Those events have underscored that state and local governments have a central role to play in what has come to be called homeland security.

Study Scope

In April 2007, the Legislative Program Review and Investigations Committee voted to undertake a study of *Homeland Security in Connecticut*. The focus of this study is on the actions taken by the state Department of Emergency Management and Homeland Security (DEMHS) and its predecessor agencies to improve the status of the state's homeland security and related emergency management efforts. Specifically, the study is focusing on recent assessment, planning, and implementation activities related to improving the state's ability to prevent, protect against, respond to, and recover from terrorist attacks.

Background

Federal and state government responses to the terrorist attacks of September 11 included the following actions:

- The federal government undertook one of the largest reorganizations since World War II, creating a new agency dedicated to homeland security and establishing several major financial assistance programs for homeland security, bioterrorism and other public health threats, port security, and related purposes.
- A new homeland security strategy and program were quickly established within the Connecticut Department of Public Safety. Former Governor Rowland created the Division of Homeland Security to analyze security

threats and recommend steps to strengthen the state's ability to protect residents.

- The General Assembly enacted a variety of legislation aimed at strengthening security and preparedness. During the first legislative session after the attacks, Connecticut established new penalties for terrorism and related crimes as well as other homeland security initiatives.

Since that time, presidential directives, federal legislation, and appropriations to states related to homeland security have placed a special emphasis on preparedness for terrorism. However, the catastrophic impact of Hurricane Katrina started a debate on whether federal, state, and local governments have overemphasized preparedness for terrorism at the expense of emergency preparedness for natural disasters.

Homeland security definition. While there is much debate over what exactly homeland security is or what it should be, the National Strategy for Homeland Security, issued in July 2002, defines homeland security as:

“a concerted national effort to prevent terrorist attacks within the U.S., reduce America’s vulnerability to terrorism, and minimize the damage and recover from attacks that do occur.”¹

The national strategy also emphasizes that “state and local levels of governments have primary responsibility for funding, preparing, and operating the emergency services that would respond in the event of a terrorist attack.” The activities that make up the strategy are further divided into six critical mission areas based on the definition (as shown in Table 1) and include:

- intelligence and warning;
- border and transportation security;
- domestic counterterrorism;
- protecting critical infrastructure and key assets;
- defending against catastrophic threats; and
- emergency preparedness and response.

All-hazards approach. While the mission areas of the homeland security strategy do not mention natural disasters, the concept of homeland security is often interwoven with the more broadly-scoped idea of “national preparedness.” This idea includes any major disaster or emergency, including terrorist attacks, as part of “all-hazards” planning. This tendency is evidenced in various strategy, planning, and grant guidance documents.

¹ Domestic terrorism means activities that 1) involve acts dangerous to human life that are a violation of the criminal laws of the United States or of any State; 2) appear to be intended: a) to intimidate or coerce a civilian population; b) to influence the policy of a government by intimidation or coercion; or c) to affect the conduct of a government by mass destruction, assassination, or kidnapping; and 3) occur primarily within the territorial jurisdiction of the United States. US Code Title 18, Part I, Chapter 113b, § 2331

Table 1. National Strategy For Homeland Security and Mission Areas		
Element of Definition	Mission Areas	Description
Prevent terrorist attacks within the U.S.	Intelligence and warning	Efforts to detect and monitor potential threats before attacks occur
	Border and transportation security	Includes airline security and inspection of cargo at points of entry into the U.S. to prevent unwanted individuals and weapons from entering the country
	Domestic counterterrorism	Law enforcement and investigative activities that center on identifying and apprehending terrorists
Reduce America's vulnerability to terrorism	Protecting critical infrastructure and key assets	Ensuring the physical security of national landmarks and infrastructure
	Defending against catastrophic threats	Efforts to prevent terrorists from obtaining weapons of mass destruction and activities to mitigate the effects of such weapons if they are used
Minimize the damage and recover from attacks that do occur	Emergency preparedness and response	Efforts to lessen the effects of future terrorist attacks, including the development of response plans and providing equipment and training to first responders
Source: Office of Homeland Security, <i>National Strategy for Homeland Security</i> July 2002		

For example, expectations of state and local governments can be found in Homeland Security Presidential Directives (HSPDs). Currently, there are 20 HSPDs, which according to the first HSPD, are intended to “record and communicate presidential decisions about the homeland security policies of the United States.”

Specifically, HSPD-8, Directive on National Preparedness, issued by President George Bush on December 17, 2003, called for the establishment of a national all-hazards preparedness goal. The goal, published in December 2005, establishes a vision that emphasizes preparedness efforts for major events, “which include terrorist attacks, major disasters, and other emergencies.”

In addition, the major federal grant programs for homeland security are designed to provide state and local governments with funds to prepare and protect against, as well as respond to and recover from, acts of terrorism, but many of the activities are in fact aimed toward dual-use purposes. Equipment and training may support routine or natural hazard threats as long as the funded activities also support capabilities that relate to terrorism. The funding formula for the bulk of homeland security grants, though, clearly relates to threats, vulnerabilities, and consequences of terrorist attacks.

It is important to note that an all-hazards approach does not literally mean being prepared for any and all hazards that might manifest themselves in a particular community or state. It

means there are needs that commonly arise in many kinds of disasters, such as the need for emergency warning or mass evacuation, which can be addressed in a general approach and can provide the basis for responding to unexpected events. Regardless of the cause of a disaster, each state must create a basic framework for response and recovery from emergencies as well as develop appropriate measures to prevent or mitigate the impact of future incidents.

Connecticut's homeland security agency. In 2004, Connecticut recognized the importance of the state's responsibilities as they relate to both emergency management and homeland security with the passage of Public Act 04-219. By merging the functions of the state Division of Homeland Security, within the Department of Public Safety, and the Office of Emergency Management, within the Military Department, the legislation created an entirely new agency responsible for emergency management and homeland security – the Department of Emergency Management and Homeland Security (DEMHS).

The expectation was that the creation of a single, centralized agency would streamline the organizational structure and provide a clear chain of command that would strengthen and integrate planning and coordination between emergency management and homeland security functions, while improving and expanding communications with federal, state and local entities. The integration of homeland security functions with emergency management presents several unique challenges and requirements including:

- sharing information and increasing coordination among law enforcement, emergency management, public health and the medical community;
- incorporating terrorism preparedness into state emergency plans;
- performing threat, risk, and needs assessments to identify resource requirements;
- conducting emergency exercises;
- establishing interagency taskforces and committees to develop and implement strategic plans; and
- providing specialized equipment and training for first responders.

Planning factors. Connecticut's location and infrastructure makes it unique for planning and preparedness activities. Situated between the large metropolitan areas of New York and Boston, Connecticut is a relatively small state with 169 municipalities and a total population of about 3.5 million residents. Approximately two-thirds of the state's population resides in its coastal communities.

Although none of Connecticut's cities rank in the nation's top 120 cities in terms of population, the state is considered a transportation hub for southern New England. It has three major roadways (I-91, I-84, and I-95) including one that crosses the entire shoreline through three of the state's five largest cities (Stamford, Bridgeport, and New Haven). The southwestern portion of the state is regarded as part of "Metro-New York" and provides vital transportation infrastructure. In addition to the AMTRAK and Metro North train systems, there are a number of

other mass public transportation assets including Bradley International Airport and three major deepwater ports in Bridgeport, New Haven, and New London. Furthermore, while the state has no international iconic symbols such as the White House or the Statute of Liberty, it does have a concentration of military bases, defense contractors, a nuclear power plant, a large pharmaceutical complex, and two major casinos in southeast Connecticut.

Report Organization

This briefing report is organized into six sections. Section I provides a brief historical summary and overview of the current organization of Connecticut's Department of Emergency Management and Homeland Security. Section II outlines the statutory authority for DEMHS as well as the emergency powers of the governor and duties of local government. The third section focuses on the specific grant money received by DEMHS through the federal Department of Homeland Security. Section IV discusses the homeland security planning process, the current federal funding methodology, and the methods used to distribute federal money to the municipalities. Sections V and VI, respectively, describe the DEMHS roles and responsibilities as they relate to counter terrorism and emergency management.

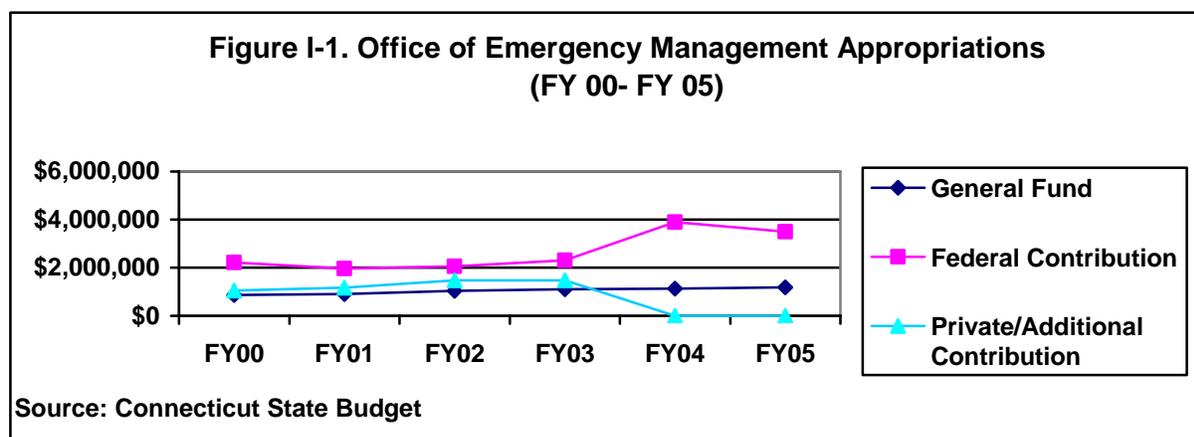
Historical Background and Current Organization

Prior to the establishment of DEMHS, broad emergency preparedness and homeland security responsibilities were located within two other state entities – the Office of Emergency Management (OEM) within the Military Department and the Division of Homeland Security within the Department of Public Safety (DPS). This section provides a brief historical summary of the pre-DEMHS entities and an overview of the present Department of Emergency Management and Homeland Security. Greater detail on the chronology of events leading to the formation of DEMHS is provided in Appendix A.

Office of Emergency Management. The Office of Emergency Management (OEM) was the state’s civil preparedness agency that coordinated a wide range of activities to manage the effects of various disasters or emergencies in the state. The office was a separately budgeted state agency until it was merged into the Department of Public Safety in 1992. The office was transferred from DPS to the Military Department in 1999 with the intent of improving coordination of federal resources utilized for disasters and civil emergencies.

OEM’s on-going responsibilities included developing a statewide emergency response plan, acting as the state’s liaison with the federal emergency management agency, and directing and coordinating state’s resources through the Emergency Operations Center (EOC) when necessary. In addition, the OEM was required to manage the preparedness activities of the state’s municipalities and review local emergency management plans that are statutorily required.

OEM funding was a combination of state General Fund appropriations and federal and private contributions. Figure I-1 illustrates OEM appropriations for the five-year period before it was transferred to DEMHS. As the chart shows, the majority of OEM’s funding came from federal sources with a significant increase after FY 03. A slight increase in state appropriations is also seen during this time frame. Total OEM funding from all sources increased 14 percent over five years, from \$4.11 million in FY 00 to \$4.67 million in FY 05.

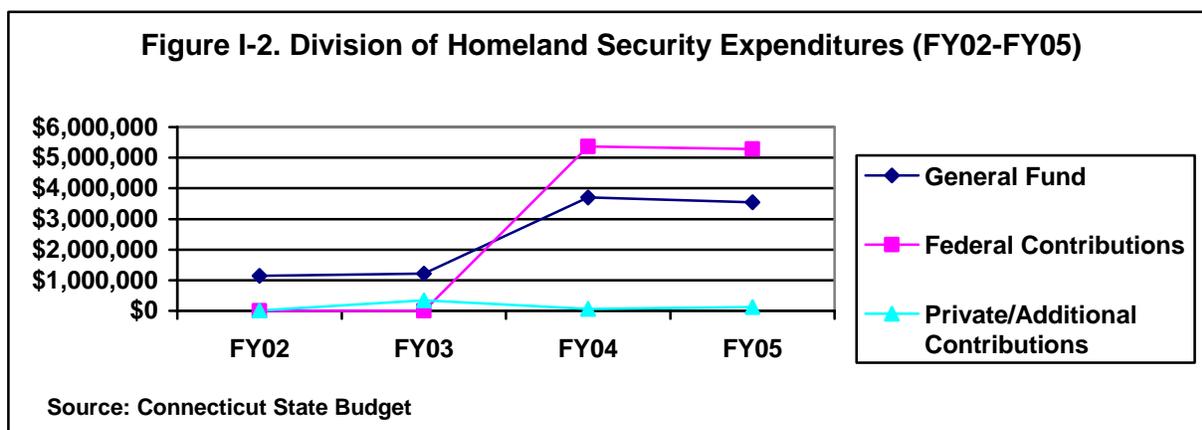


The Office of Emergency Management and its functions were transferred to the newly created Department of Emergency Management and Homeland Security effective January 1, 2005. At that time, 35 positions from OEM were brought into the new department. State funds totaling \$974,404 in FY 06 and \$898,499 in FY 07 were also provided to help establish the new agency.

Division of Homeland Security. In 2001, the Division of Homeland Security was created within the Department of Public Safety in response to the events of September 11. The division’s stated mission was “to utilize all available resources within state government to develop and implement unified safety and security measures to prevent, mitigate and manage incidents threatening the quality of life of the citizens of the State of Connecticut”.

The division’s primary responsibility was to oversee the state’s homeland security and strategy program as well as administer the State Homeland Security Grant Program. Specifically, the division was to provide a liaison with the federal Office of Homeland Security. The division’s main focus was on the prevention, protection, mitigation and response to terrorism through cooperative efforts with local, state and federal agencies.

According to state budget documents, the division was initially formed within the Department of Public Safety without any additional state funds. Rather, positions and resources that existed in DPS were transferred to carry out the responsibilities of the division. Figure I-2 charts the division’s expenditures between FY 02 and FY 05.



As the chart shows, the division’s annual expenditures were approximately \$1 million from the state’s General Fund in its first two years. After FY 03, the division’s General Fund expenditures increased to about \$3.6 million. At this time, federal funds also began to contribute to the division’s expenditures at approximately \$5 million annually. Overall, total expenditures grew from \$1.1 million in FY 02 to \$8.9 million in FY 05.

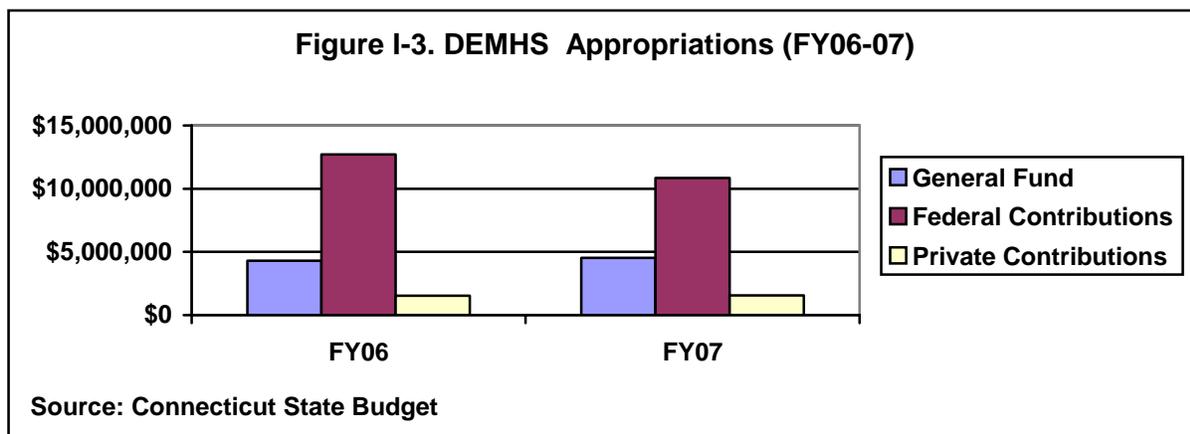
In accordance with Public Act 04-219, the Division of Homeland Security and its functions were passed on to the newly created Department of Emergency Management and Homeland Security effective January 1, 2005. Nine civilian positions and 19 trooper positions as

well as funds totaling \$2,026,828 in FY 06 and \$1,991,363 in FY 07 were transferred to the newly formed DEMHS.

Creation of the Department of Emergency Management and Homeland Security. In January 2005, DEMHS was created as a result of a merger of the Office of Emergency Management and the Division of Homeland Security. The new agency was initially placed under the Office of Policy and Management (OPM) for administrative purposes. However, a review of the fiscal and administrative needs of the new agency conducted by representatives from OPM, DPS, and the Military Department recommended that DEMHS have its own staff and not receive support services from OPM. As a result, DEMHS continued to receive fiscal and administrative support from DPS and the Military Department for the first six months of its existence.

Staffing. As of July 1, 2005, DEMHS employed its own fiscal and administrative personnel. In addition, staffing for DEMHS included existing personnel from OEM and the Division of Homeland Security. The DEMHS commissioner was required to enter into an interagency memorandum of understanding with the public safety and military departments regarding the assignment of state police and military department employees as well as the sharing of interagency information. The personnel assigned from the pre-DEMHS agencies would act under the new commissioner's direction but DPS and the Military Department would retain administrative control (i.e., trooper training and discipline) over the state police officers and military personnel assigned to work for the commissioner.

Operating budget. Figure I-3 provides a breakdown of the DEMHS operating budget for the two years since its inception. As the figure shows, state appropriations increased 5 percent, from \$4.3 million in FY 06 to \$4.5 million in FY 07. However, federal contributions decreased approximately 15 percent from FY 06 to FY 07 from a total of \$12.7 to \$10.8 million respectively. Private contributions remain at approximately \$1.5 million in both years. Funding from all sources totaled \$18.5 million in FY 06 and \$17.1 million in FY 07. The most recent state budget appropriates \$4.77 million in General Fund dollars in FY 08 and \$4.85 million in FY 09, approximately a 13 percent increase from FY 06.



Current DEMHS Organization

Headquartered in Hartford, the DEMHS mission is to “direct and coordinate all available resources to protect the life and property of the citizens of Connecticut in the event of a disaster or crisis, through a collaborative program of prevention, planning, preparedness, response, recovery, and public education.”

The department has a staff of 85 employees located across its Hartford headquarters, five regional offices, the Emergency Operations Center at the State Armory, and sub-locations at Brainard Field in Hartford as well as the Federal Bureau of Investigations office in New Haven.

The department’s organizational structure continues to evolve. As of May 2007, the department consists of an Office of the Commissioner and a variety of divisions, which are illustrated in Figure I-4. Certain divisions report directly to the commissioner, while other divisions report to the deputy commissioner. A general description of the unit functions follows. Further discussion on the specific roles and responsibilities of these units is provided in later sections.

As the organizational chart shows, the department has an Office of the Commissioner, which includes staff for legislative and legal affairs. The commissioner has direct oversight of the units handling human resources and procurement functions. Most of the functions of the former Division of Homeland Security are now housed within the Division of Counter Terrorism, which reports to the commissioner and the DPS colonel. This division, which is staffed and supervised by members of the state police, contains the Connecticut Intelligence Center (CTIC), the Joint Terrorism Task Force (JTTF) with domestic and international terrorism units, and a Critical Infrastructure Protection Unit.

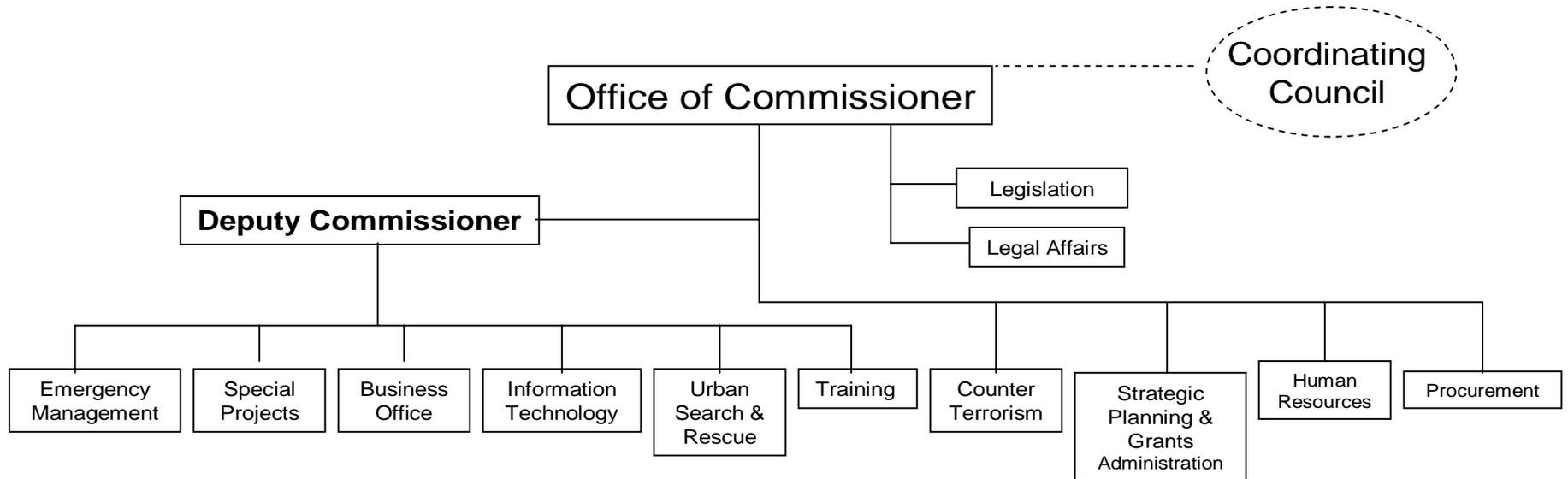
The Strategic Planning and Grants Administration Division also reports directly to the commissioner. One of the division’s primary functions is to strengthen and integrate the planning efforts of the emergency management and homeland security functions. The division also administers and manages federal grant funds.

In addition to these divisions, there are also a number of units reporting to the deputy commissioner. These include the Divisions of Emergency Management, Training, Urban Search and Rescue, Information Technology, and the administrative duties of the Business Office.

The functions of the former Office of Emergency Management now reside within the Division of Emergency Management. Housed in the State Armory in Hartford, the Division of Emergency Management consists of three units – Operations; Radiological Emergency Preparedness (REP); and All-Hazards Planning. There are also five emergency management regional offices statewide. A map of the five regions appears in Figure I-5.

The Information and Technology Division provides technical support to DEMHS operations through the management of desktop computers, servers, telecommunication equipment, and radio equipment. DEMHS also coordinates the efforts of the Urban Search and Rescue unit, which is a volunteer group of various emergency service providers trained to locate, extricate, and respond to emergencies in any community. The Training division coordinates and

Figure I-4. Department of Emergency Management & Homeland Security



As of May 2007

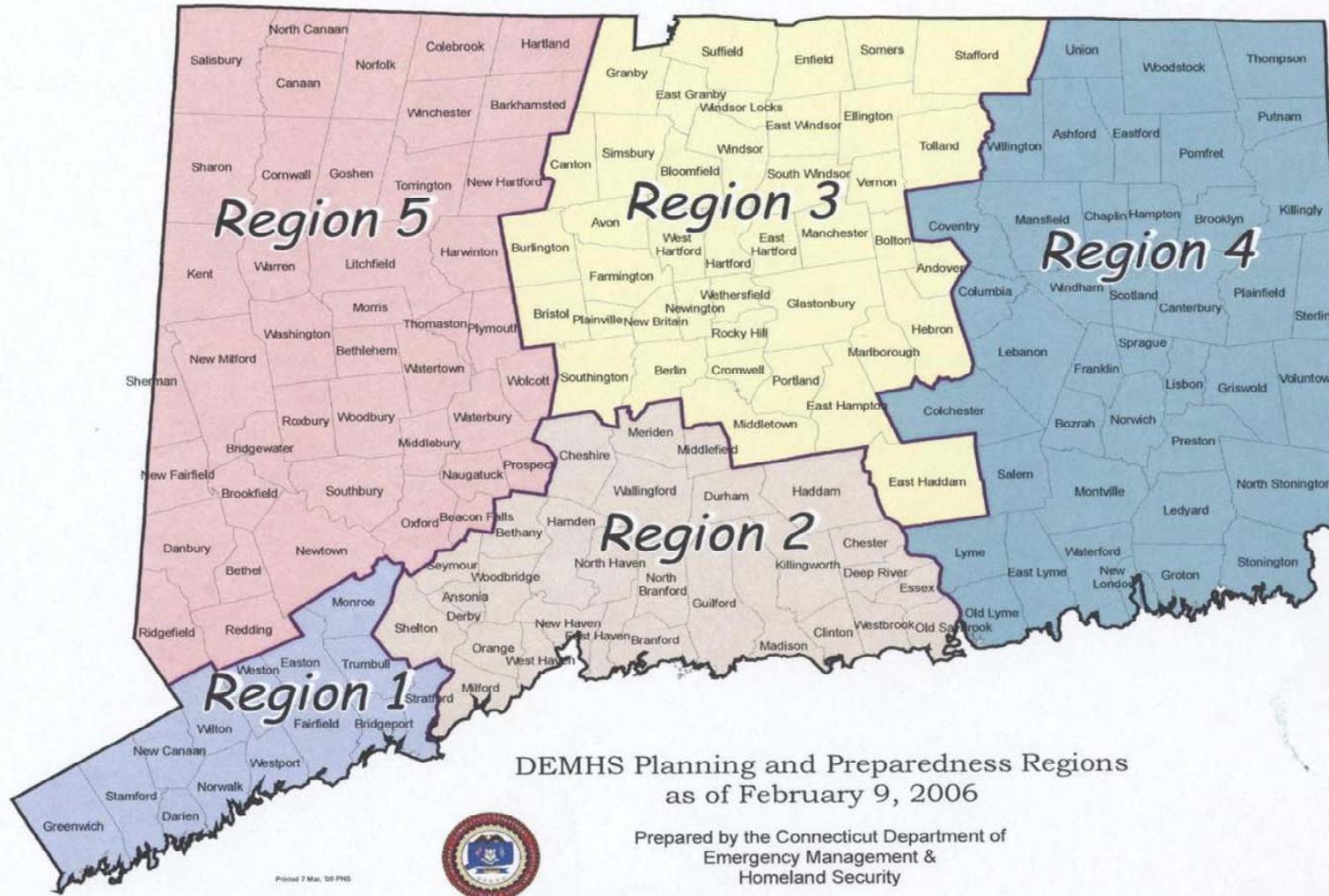
supports federal training efforts, including the National Incident Management System (NIMS) training required for various agencies and departments at the municipal and state levels as well as for DEMHS staff. The division also works with municipalities and other groups to develop and conduct drills and exercises to enhance first responder training.

DEMHS regions. The state is divided into five emergency management regions that closely parallel the emergency medical services regions of the Connecticut Department of Public Health.² Each DEMHS region has a coordinator who is responsible for the municipalities within the region. (Section VI presents further discussion on the regional coordinators.)

Table I-1 provides a profile of the five DEMHS regions. Each regional office covers approximately 30-40 local jurisdictions except Region 1, with 14 municipalities. Region 4 also covers two tribal nations. Three regions have five or more towns with populations over 50,000. All but one region have their office within their regional boundaries. (The Region 2 office is located at the Department of Public Safety building in Middletown, which is part of Region 3.) Plans are underway to move the Region 5 office from Litchfield to a building at the Southbury Training School.

	Office Located	Number of Towns in Region	Towns with population over 50,000	Special Feature/Concern
Region 1	Bridgeport	14	6 (Bridgeport, Fairfield, Greenwich, Norwalk, Trumbull, Stamford)	Part of Metro-New York transportation corridor
Region 2	Middletown (Not within Region)	30	5 (Hamden, Meriden, Milford, New Haven, West Haven)	Host community for Millstone*
Region 3	Rocky Hill	41	7 (Berlin, Bristol, Hartford, Manchester, Middletown, Newington, West Hartford)	Capitol area, Bradley International Airport, Host community for Millstone*
Region 4	Colchester	41	1 (Norwich)	Millstone nuclear power plant, two tribal nations
Region 5	Litchfield	43	2 (Danbury, Waterbury)	
* Five host communities (East Hartford, New Haven, Norwich, Windham, and UCONN/Mansfield) have agreed to provide monitoring, decontamination, and shelter to evacuees from the Millstone area should it ever be necessary. Source: DEMHS Regional Map				

² A DEMHS council subcommittee used several factors including population, transportation routes, critical infrastructure, and public safety assets to determine DEMHS regions.



The formation of the DEMHS regions was originally intended for emergency planning purposes only. However, the regions are now viewed by DEMHS as a critical component of the long-term goal of fostering cooperation among all levels of government and the various emergency management disciplines. The current DEMHS vision encompasses strong regional collaboration for the allocation of current and future funds.

Regional Planning Organizations (RPOs). In response to a federally prescribed goal, DEMHS is moving to a more regional approach for planning and funding strategies. As such, the agency is relying on a significant working relationship with the Regional Planning Organizations in the state. Table I-2 lists the Regional Planning Organizations by DEMHS region. As the table shows, some RPOs share geographical configurations with more than one DEMHS region. Section IV provides a description of the involvement of RPOs in DEMHS activities.

Table I-2. Regional Planning Organizations by DEMHS Region	
Region 1	Greater Bridgeport Regional Planning Agency South Western Regional Planning Agency
Region 2	Connecticut River Estuary Regional Planning Agency Council of Governments of the Central Naugatuck Valley* Midstate Regional Planning Agency* South Central Regional Council of Governments Valley Council of Governments
Region 3	Capitol Region Council of Governments Central Connecticut Regional Planning Agency* Midstate Regional Planning Agency*
Region 4	Northeastern Connecticut Council of Governments Southeastern Connecticut Council of Governments Windham Region Council of Governments
Region 5	Central Connecticut Regional Planning Agency* Council of Governments of the Central Naugatuck Valley* Housatonic Valley Council of Elected Officials Litchfield Hills Council of Elected Officials Northwestern Connecticut Council of Governments
*Agency shares geographical configurations with more than one DEMHS region. Note: Some RPOs have only one town that overlaps DEMHS regional boundaries. In those cases the RPOs are not required to coordinate efforts.	

Emergency Management and Homeland Security Coordinating Council (EMHSCC)

Along with the creation of DEMHS, the Connecticut legislature also established the Emergency Management and Homeland Security Coordinating Council. The council is a 25-member group representing various state departments and officials as well as numerous appointments. Details of council membership and appointing authority are shown in Table I-3.

As council chair, the DEMHS commissioner may also ask other federal, state, regional, or local government agencies to participate in the council as nonvoting members for the purposes of consultation, planning, and communication. Recently, the United States Attorney for Connecticut, the Special Agent-in-Charge of the Federal Bureau of Investigations in Connecticut, and the commanding officer of the state's U.S. Coast Guard contingent have been participants. None of the council members receive compensation for their three-year terms.

Table I-3. Emergency Management and Homeland Security Council Membership	
Statutorily Designated State Officials	
Commissioners or designees of the state Departments of Emergency Management and Homeland Security (Chair); Public Safety; Public Health; Mental Health and Addiction Services; Environmental Protection; Public Works; and Transportation. OPM secretary; Military Department's Adjutant General; Department of Public Utility Control's chairperson; Department of Information Technology's chief information officer; and the State Fire Administrator	
Other Members	Appointing Authority
One EMS professional and one manager or coordinator of 911 public safety answering points	Governor
Two municipal police chiefs	One each appointed by the Governor and the House speaker
Two municipal fire chiefs	One each appointed by the Governor and the Senate president pro tempore
One local or regional health director	Senate president pro tempore
One representative of the Connecticut Conference of Municipalities	Senate majority leader
One volunteer fire chief	Senate minority leader
Two local or regional emergency management directors	One each appointed by House speaker and the president of the Connecticut Emergency Management Association
One non-profit hospital administrator	House majority leader
One representative of the Council of Small Towns	House minority leader
Source: C.G.S. § 28-1b	

The council's role is to advise DEMHS on: 1) the development of policy; 2) the acquisition and distribution of federal funding; and 3) setting priorities for emergency management and homeland security initiatives. Specifically, the council is statutorily charged (C.G.S. § 28-1b) with advising DEMHS on:

- the state's overall emergency management and homeland security preparedness, policies, and communications;
- the acquisition and management of federal or state funds for emergency management and homeland security;
- interoperability issues of statewide emergency response systems;
- improvements to emergency response and incident management including: training and exercises; volunteer management; communications and use of technology; intelligence gathering, compilation, and dissemination; the development, coordination and implementation of state and federally required emergency response plans; and the assessment of the state's use of regional management structures; and
- strengthening consultation, planning, cooperation and communication among: federal, state, and local governments; the Connecticut National Guard; police; fire; emergency medical and other first responders; emergency managers; public health officials; private industry; and community organizations.

The council initially met monthly. However, legislation passed during the 2007 session allows the council to meet on a quarterly basis. The council has established several subcommittees to carry out its mission including but not limited to subjects such as interoperability, training, and regional collaboration. These subcommittees meet regularly and include representation from various local, state, and federal agencies involved in emergency management and homeland security. The council is statutorily required to submit an annual report to the legislature.

Statutory Authority

In addition to creating the new Department of Emergency Management and Homeland Security, Public Act 04-219 also detailed the qualifications, powers, and duties of the new agency commissioner. These requirements and responsibilities are codified within Title 28 of the Connecticut General Statutes, which provides the statutory authority for civil preparedness and emergency services. These laws outline the various responsibilities of the governor, the commissioner of DEMHS, and local governments. A general discussion of each area is provided in this section.

DEMHS Commissioner

Qualifications. Pursuant to state law, the DEMHS commissioner is appointed by the governor with the advice and consent of the legislature to serve a four-year term. The commissioner must have at least five years of public safety, security, emergency services, and emergency response managerial or strategic planning experience. The commissioner cannot have: 1) a record of criminal, unlawful, or unethical conduct; or 2) past or present political activities or financial interests that may substantially conflict with the duties of the commissioner, expose the commissioner to undue influence, or compromise the ability to be entrusted with necessary state or federal security clearances or information. (C.G.S. § 28-1a)

Duties. The commissioner has the same powers as other department heads, including the power to organize his agency, designate a deputy, and adopt regulations. He specifically has all the powers and duties formerly exercised by the directors of OEM and the Division of Homeland Security. (C.G.S. § 28-1a(g))

The commissioner's primary responsibility is to provide a coordinated, integrated program for statewide emergency management and homeland security. To achieve this, the commissioner is charged with many duties including:

- coordinating with state and local government agencies and private sector groups to ensure they receive adequate planning, equipment, training, and exercise activities regarding homeland security;
- linking, and where necessary, consolidating all homeland security communications and other communications systems in the state including those in the local government and the private sector;
- managing the distribution of information and security warnings throughout the state; and
- developing standards and security protocols for the use of any intelligence information. (C.G.S. § 28-1a(c))

In the performance of his duties, the commissioner may request and receive assistance from any federal, state, or local agency. The commissioner must use the personnel, services, equipment, supplies, and facilities of existing state offices, departments, and agencies to the maximum extent possible. The commissioner is authorized to make any necessary orders and regulations to develop and implement the state's emergency management plans and program. The orders and regulations have the full force of law. (C.G.S. § 28-5)

The governor must approve the commissioner's emergency management plans and program. Once approved, all government agencies and emergency management forces must carry out their assigned duties and functions. The commissioner must institute training and public information programs and take preparatory steps to operate the plans during emergencies. (C.G.S. § 28-5(b))

With the governor's approval, the commissioner may: (1) represent the state on regional or interstate emergency management organizations; (2) enter into mutual aid arrangements with other states; and (3) establish and operate area or district offices to control and coordinate emergency management preparations and mutual aid among communities. (C.G.S. § 28-4)

The commissioner is authorized to do all things necessary to apply, qualify for, and accept federal civil defense or homeland security funds. The commissioner is required to submit an annual report to the legislature's public safety committee that details and evaluates statewide emergency management and homeland security activities for the preceding calendar year.

Civil Preparedness and Emergency Services Authority

In the event of a disaster or emergency, the governor or the DEMHS commissioner may authorize the use of civil preparedness forces³ as she or he deems necessary. This is usually done upon the request of the local chief executive authority when such action is deemed necessary for the protection of the health and safety of the people. Title 28 of the Connecticut General Statutes outlines the powers and duties of all involved.

Governor's authority. As noted above, state law authorizes the governor to proclaim a state of civil preparedness emergency exists. The proclamation is effective upon filing with the secretary of state. A proclamation regarding a man-made disaster may be disapproved by a majority vote of a legislative committee consisting of the Senate president pro tempore, House speaker, and the majority and minority leaders of both chambers. Disapproval must be filed with the secretary of state within 72 hours of the governor's proclamation and must include at least one of the minority leaders voting for disapproval.

Upon the declaration of a state of emergency, the governor may modify or suspend any statute, regulation, or requirement that conflicts with the efficient and expeditious execution of civil preparedness functions. Furthermore, Title 28 of the Connecticut General Statutes authorizes the governor to:

³ "Civil preparedness forces" are defined as any organized personnel engaged in civil preparedness functions such as police, fire, emergency medical services, medical reserve corps, or Urban Search and Rescue team. (C.G.S. §28-1(5))

- control, commit and /or regulate resources (C.G.S. § 28-9, § 28-7(f) and § 28-11);
- order mandatory evacuation (C.G.S. § 28-9(f));
- request federal assistance (C.G.S. § 28-9a, § 28-9b, § 28-9c, § 28-9d);
- manage the removal of debris or wreckage (C.G.S. § 28-9c); or
- take any other reasonably necessary steps to protect the health, safety, and welfare of residents, to prevent or minimize the loss or destruction of property as well as to minimize the effects of hostile action (C.G.S. § 28-9(g)).

Local government. Each city or town must establish a local organization for civil preparedness. The local organization consists of an advisory council and a director appointed by the chief executive officer (CEO). According to DEMHS, few local emergency management directors are full-time, paid directors. The majority of local emergency management directors are part-time directors with no staff support. Most of these part-time directors are volunteers.

Each town must prepare an emergency operations plan prepared by the local emergency management director and approved by the local CEO and subsequently approved by the DEMHS commissioner. DEMHS provides a template for locals to use in preparing their plans. The plans provide emergency contact information as well as define the roles and responsibilities of local government, quasi-government organizations, and private agencies to prepare and respond to emergencies. These plans must be reviewed and updated annually and are a prerequisite for the town to be eligible for any state or federal benefits. As of October 1, 2007, towns must also consider whether to provide for nonmilitary evacuation of livestock and horses in their emergency plans of operations.⁴

Under state law, the CEO of any town or city may declare a local preparedness emergency or disaster emergency. The declaration activates the town's emergency plan of operations. All municipalities have a facility designated as a local emergency operations center (usually set up in the town hall, the police station, or a fire station), which serves as the local chief executive's direction and control center. The CEO may take any necessary action to mitigate the disaster or emergency and to preserve any evidence relevant to a future investigation.

The DEMHS State Emergency Operations Center must be notified through the DEMHS regional office within 24 hours of any local emergency declaration. Upon proclamation of an emergency, the affected jurisdiction is allowed to request assistance from any other municipality within the state under the intrastate mutual aid system.

Intrastate mutual aid system. During the 2007 session, the legislature enacted the Intrastate Mutual Aid Compact (IMAC). Similar to the Emergency Management Assistance Compact (EMAC) for states (discussed below), IMAC provides a statewide mechanism for

⁴ P.A. 07-208 also requires that by October 1, 2007, colleges, universities, and private occupational schools prepare emergency response plans in consultation with local first-responders.

towns to request and provide mutual aid during a declared local civil preparedness emergency. The compact, effective October 1, 2007, outlines procedures for activating the compact, allows for permit and license reciprocity, and resolves reimbursement and liability issues.

All towns are automatically members of the compact. However, IMAC participation is voluntary. Any town may adopt a resolution withdrawing from IMAC. IMAC membership does not preclude a town from participating in other mutual aid agreements.

Compact towns must identify and inventory current services, equipment, supplies, personnel, and other resources related to planning, prevention, mitigation, response, and recovery activities. The member towns are required to use a common system to identify potential hazards that may affect participating towns. They must conduct joint planning, intelligence sharing, and threat assessment development with contiguous participating towns. Compact towns must conduct joint training at least biennially and adopt DEMHS' approved standardized incident management system.

Emergency Management Assistance Compact. When incidents overwhelm the response capabilities of an individual state, there may be a need to seek assistance beyond its borders. The Emergency Management Assistance Compact governs interstate mutual aid. All states are members of EMAC, which provides the procedures to request and receive assistance from other states.

EMAC, codified in C.G.S. § 28-23a, addresses issues of liability and reimbursement for providing aid. The state requesting assistance agrees to assume liability for out-of-state workers deployed under EMAC. The requesting state also consents to reimburse the assisting state for all deployment-related costs (with proper documentation). Any state requesting or providing EMAC assistance must have its respective governor's permission. Any self-dispatching responders are not entitled to any protections.

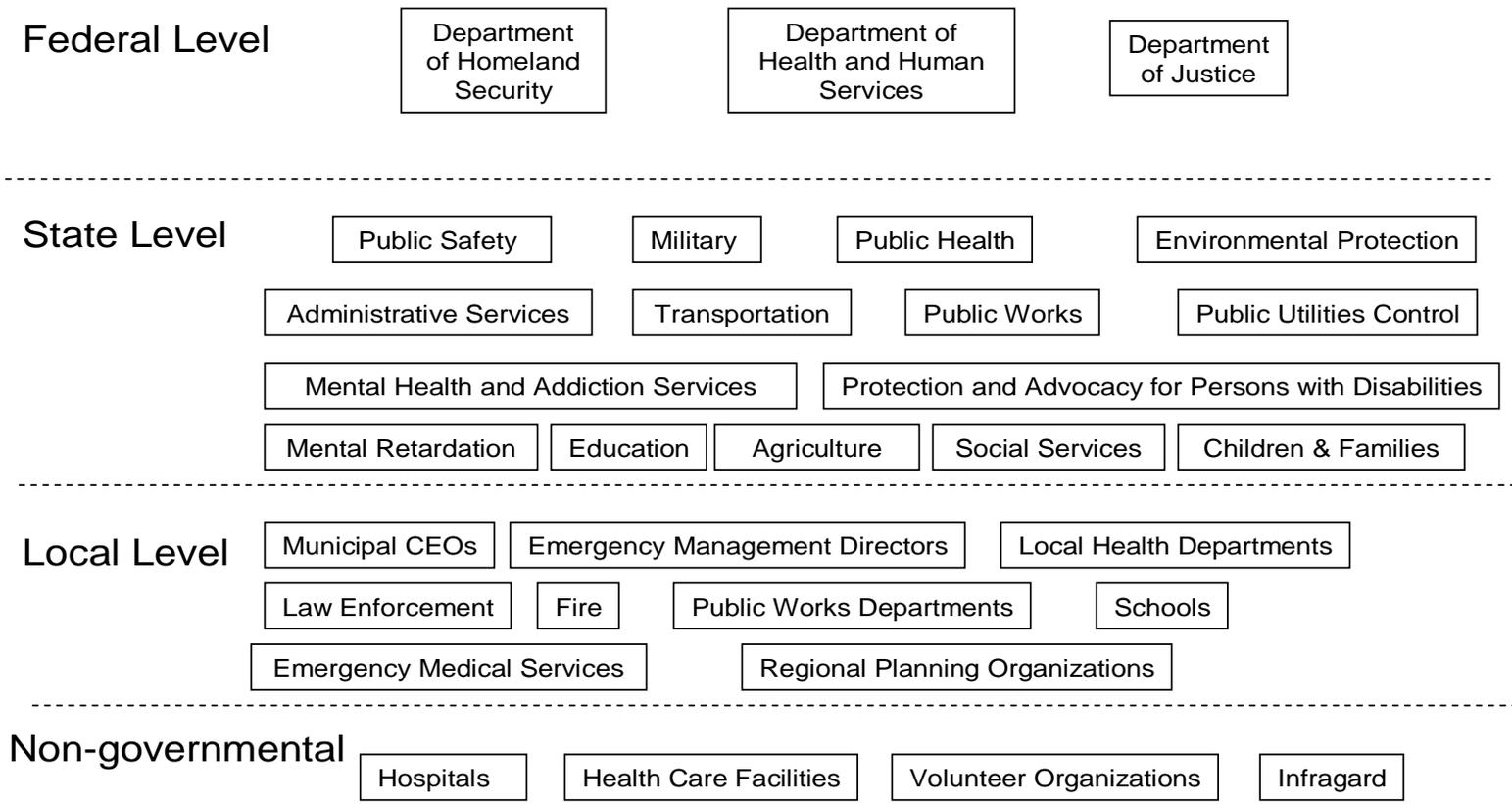
Other DEMHS Partnerships

In the wake of an emergency or disaster, DEMHS is involved, at least theoretically, in varying degrees with every individual, group, or entity impacted by the incident. However, to carry out certain specific duties, DEMHS has developed a network of partnerships with a wide range of public and private entities. Figure II-1 shows many of the participants involved with DEMHS activities. As the figure illustrates, DEMHS has working relationships with a number of governmental agencies on the federal, state, and local level.

Two of the most prominent federal agencies involved in emergency management and homeland security are the Department of Homeland Security and the Department of Health and Human Services. Both of these agencies provide the bulk of federal guidance and funding to states on homeland security matters. The Department of Justice, through its Federal Bureau of Investigations, is the lead agency for terrorism-related investigations.

On the state level, DEMHS is leading a number of multi-agency task forces charged by the governor with preparing state government to deal with terrorism and emergency management. Particularly through the state's planning and preparedness efforts, DEMHS works

Figure II-1. DEMHS Partnerships with Government and Non-Government Agencies



closely with the Departments of Public Health, Environmental Protection, and Agriculture. To adequately deploy response and recovery efforts, DEMHS has working relationships with the Departments of Public Works, Transportation, and Public Utility Control. DEMHS continues to explore the needs of special populations with the assistance of the Departments of Mental Health and Addictions Services, and Mental Retardation, and the Office of Protection and Advocacy for Persons with Disabilities. DEMHS has partnered with the state Department of Education to install public alert radios in Connecticut public schools and to administer grants for school security. DEMHS, in conjunction with the Departments of Social Services and Children and Families and others, has revived the Child Safety and Crisis Response Committee. DEMHS is also involved in the state's Continuity of Operations Plan headed by the Department of Administrative Services. As noted throughout this report, DEMHS's day-to-day operations benefit from special relationships with the Department of Public Safety and the Military Department.

DEMHS also works closely with local government emergency management directors, other municipal officials and agencies, and tribal nations. DEMHS supports volunteer community involvement in efforts such as the Community Emergency Response Team (CERT). DEMHS has reached out to the private sector through communications with organizations such as Infragard, a nonprofit group addressing the vulnerabilities of physical and computer infrastructure in private sector entities.

In addition to Connecticut entities, DEMHS has various collaborations with other states, most notably New York, New Jersey, and those in New England. DEMHS has also worked with the International Emergency Management Group, which includes New England, New York, and the Eastern Canadian Provinces to develop mutual aid arrangements among the participating states and provinces.

Section III

Federal Assistance to State and Local Governments

Between 2002 and 2007, Connecticut was awarded nearly \$154 million in federal grants to assist the state and local governments with preventing and preparing for terrorist attacks and other major catastrophes. The state and municipal governments have been using these funds to increase the state's overall level of preparedness. The discussion below describes the intent and the types of eligible activities supported by each grant program, how the federal Department of Homeland Security allocates the money among the states, and the overall trend in federal homeland security funding.

The focus in this section is on the specific grant money received by DEMHS through DHS. It does not include all federal assistance programs with homeland security or public safety components. For example, aside from the Justice Assistance Grants (JAG) administered by DEMHS described below, other JAG money received by the state for public safety-related activities and administered by other agencies has not been included.

In addition, other preparedness funds awarded to private or special purpose state and local government entities (i.e., transit authorities), are identified, but are not the subject of this study. Finally, federal grants administered by the state Department of Public Health have not been included as they are the focus of another study completed by the program review committee in 2004 called Preparedness for Public Health Emergencies.⁵

Background

Federal funding to improve the capabilities of state and local governments in responding to terrorist incidents began in the late 1990s. In 1998, the Department of Justice established the Office for Domestic Preparedness (ODP) within the Office of Justice Programs (OJP) to assist state and local first responders acquire specialized training and equipment needed to respond to and manage terrorist incidents involving weapons of mass destruction (WMD). The office was transferred to the new federal Department of Homeland Security (DHS) upon its creation in March 2003, and its name was changed in 2005 to the Office of Grants and Training. It has been the principal source of domestic preparedness grants that have focused largely on first responders. After the transition to the new federal Department of Homeland Security, the State Domestic Preparedness Equipment Program, as it was called from 1998 through 2002, became the Homeland Security Grant Program (HSGP).

After the events of September 11, the amount of grant funds awarded by the federal government grew significantly for a few years and then declined. For example, in federal fiscal year 1999, ODP awarded \$91 million in federal grants nationwide. By 2004, \$2.9 billion was awarded in total. However, in the next year, the federal government began to scale back

⁵ An update on the Department of Public Health preparedness funding will be provided in the findings and recommendations document in December.

homeland security assistance so that by 2007 DHS funding declined by over 40 percent compared to 2004 levels, when \$1.7 billion was awarded through the homeland security grant program.

Homeland Security Funding For Connecticut

Summarized in Table III-1 are the major federal homeland security and preparedness grants administered by DEMHS. Federal funding provides the majority of the resources for Connecticut’s preparedness activities.

Table III-1. Federal Homeland Security and Preparedness Funding, FFYs 2002- 2007		
Grant Program	FFY 2007	2002-2007 Total
Homeland Security Grant Program		
State Homeland Security Grant Program*	\$5,840,000	\$91,723,248
Law Enforcement Terrorism Prevention Program	4,170,000	18,908,181
Citizen Corps Program	211,033	1,774,658
Metropolitan Medical Response System**	258,145	1,118,067
Urban Areas Security Initiative***	0	10,371,406
Emergency Management Performance Grant****	3,553,767	14,771,053
Buffer Zone Protection Program	194,000	1,233,000
Public Safety Interoperable Communications	13,000,000	13,000,000
Transit Security Grant Program - Ferry Security	414,350	414,350
Other	0	346,655
Total	\$ 27,641,295	\$ 153,660,618
*In 2002, this program was called the State Domestic Preparedness Equipment Program. ** Only eligible city is Hartford ***Only eligible city was New Haven ****Includes FFY 2007 supplemental grant of \$728,231		
Sources: FFY 2007 HSGP Grant Guidance, Department of Homeland Security; Department of Emergency Management and Homeland Security; Connecticut State Budget, Office of Fiscal Analysis		

Homeland Security Grant Program (HSGP). Overall, the Homeland Security Grant Program is the single largest cumulative federal grant primarily employed for building and sustaining preparedness capabilities. It represents 81 percent of the federal funding that Connecticut has received since 2002. The program consists of five sub-grants described below.

State Homeland Security Program (SHSP) - Described as the “core” assistance program, SHSP provides funding for the equipment, training, exercising, and planning needs of state and local governments related to potential acts of terrorism. It is the largest of the sub-grants available under the HSGP. Initially, much of the funding under this program was aimed at equipping and training first responders to respond to incidents involving weapons of mass destruction. The scope of funded activities has evolved into supporting all types of catastrophic events, as long as the funded activities also support capabilities that relate to terrorism. For example, mass evacuation planning benefits both

terrorism preparedness as well as preparing for natural catastrophes. The program is intended to build capacities at the state and local level and must support the state homeland security strategy (SHSS) as well as key aspects of national preparedness strategies and plans. (See Section IV for a discussion of the SHSS and the relationship to national strategies).

Under current law, SHSP funds are allocated based on a federal analysis of risk and anticipated effectiveness of proposed priorities to reduce overall risk. However, each state receives a minimum amount of 0.75 percent of the total funding, or about \$3.82 million, regardless of risk and effectiveness scores. From FFYs 2002 through 2005, each state received a minimum base amount, and the remaining amount was distributed to states based on population. Beginning in FFY 2006, the states received a base amount, but the remaining amount was distributed based on an analysis of risk and anticipated effectiveness in addressing needs rather than population. This meant that a large portion of the grant was and continues to be awarded on a competitive basis. The allocation methodology is described in more detail in the next section. Each state is required to make no less than 80 percent of the total grant amount available to local governments.

For FFY 07, the state of Connecticut has been awarded \$5.8 million under this program.⁶ Cumulatively, the state has received over \$91 million since 2002. The high point of this sub-grant program was reached in FFY 2003 when the federal government provided just over \$2 billion to all the states; in that year Connecticut was awarded just over \$30 million.

Law Enforcement Terrorism Prevention Program (LETPP): This program provides funds to law enforcement and public safety organizations to support terrorism prevention activities. Examples of what DEMHS proposes to use FFY 2007 funding for under this program includes: supporting and enhancing the Connecticut Intelligence Center, which gathers and disseminates intelligence information to the law enforcement community and its public safety partners; and providing equipment to local police departments in support of the state's preparedness goals.

Funding for the LETPP is disbursed to the states based on the same formula as SHSP. Connecticut was awarded about \$4.2 million in FFY 07. After a 67 percent cut in FFY 06, Connecticut's funding increased in FFY 07 by 125 percent under this program. Connecticut only requested 0.48 percent of the base LETPP allocation when the minimum allocation was 0.75 percent in FFY 06. DEMHS states a reduction in grant funding in 2006 and elimination in 2007 was anticipated, based on federal grant guidance. However, DHS did not reduce or eliminate the program; consequently, Connecticut received less in that year than it was ultimately eligible for.

⁶ Although the FFY 07 ends on September 30, 2007, as of August 31, 2007, the FFY 07 grant amounts have been announced but not yet received by DEMHS.

Citizen Corps Program (CCP): The purpose of this program is to bring community and government leaders together to coordinate community involvement in emergency preparedness, response, and recovery activities. For FFY 07, a minimum amount of 0.75 percent of total available grant funding was awarded to each state, and the balance was distributed on a population-share basis. Connecticut was awarded \$211,033 for FFY 07. DEMHS proposes to use the funding in the areas of planning, training, and exercises to prepare volunteers to assist various government efforts during a disaster. At present, 63 Citizen Emergency Response Teams who are trained or in training to perform a number of different duties including supporting first responders, providing assistance to victims in a shelter, and organizing spontaneous volunteers at a disaster are funded.⁷

Metropolitan Medical Response Systems (MMRS): The MMRS program supports local preparedness efforts in 124 specific areas of the country to respond to all mass casualty incidents including terrorism, epidemics, natural disasters, and large scale hazardous materials incidents. The number of metropolitan medical systems funded and the amount they receive is at the discretion of DHS. The Capitol Region Council of Governments represents the only metropolitan area in Connecticut to qualify for funding under this program; it will receive almost \$260,000 in FFY 2007. States may retain up to 20 percent of the MMRS funds, but DEMHS has historically passed through the entire amount. Recent funding reductions overall may require DEMHS to reconsider this practice.

Urban Area Security Initiative (UASI): The UASI program focuses on the planning, equipment, training, and exercise needs of high-threat, high-density urban areas. More specifically, the funds must increase the capacity of urban areas to prevent, protect against, respond to, or recover from terrorist threats (i.e., chemical, biological, radiological, nuclear, explosive, agricultural, and cyber terrorism incidents). DHS determines which areas receive funding based on a risk model that incorporates population density, critical infrastructure and other factors, and anticipated effectiveness of proposed solutions. States are responsible for the overall administration of UASI funds and are allowed to retain 20 percent of the funding. For FFY 2007, 45 areas nationwide were awarded funding, none in Connecticut. Only the city of New Haven qualified once, in 2004, for \$10.4 million under this program.

It is important to note that while the federal government developed these grant programs for specific purposes, the grant purposes evolved over time. In short, DHS guidance indicates both the UASI and LETPP programs are largely designed to provide state and local governments with funds to prepare for and protect against as well as respond to and recover from acts of terrorism. While this intention also exists in the State Homeland Security Program, it has the additional purpose of supporting the implementation of the all-hazards National Preparedness Goal, which is discussed further in the next section. The other two grants under the Homeland

⁷ As of June 21, 2007, 52 teams were fully trained, 11 were in training, and an additional 24 were proposed.

Security Grant Program, the Metropolitan Medical Response System and the Citizen Corps Program, are almost completely focused on preparedness for post-event response to any major catastrophe. This development supports the overall trend of homeland security moving from a solely terrorism focused idea to a broader preparedness concept.

Emergency Management Performance Grant Program (EMPG). The EMPG program is designed to assist in the development, maintenance, and improvement of state and local emergency management capabilities, while addressing issues of national concern. This program pre-dates 9/11. Most of the activities it funds focus on improving capabilities related to responding to and recovering from major events – traditional emergency management functions. Each state is guaranteed a base amount of 0.75 percent of total appropriations. The remainder is distributed based on each state’s share of the nation’s population.

Unlike the other programs, this grant requires a 50 percent state match. Connecticut was awarded \$2.8 million for FFY 2007. Most of this funding is allocated to supporting staff salaries and equipment at the DEMHS Emergency Operations Center. DEMHS also passes about \$700,000 to 87 municipalities in the form of 50/50 cost share grants to fund the salaries of emergency management directors, their staff, equipment, and communications systems (e.g., telephone and pager services). While the amount of funding distributed by the state is based on town population, DEMHS is hoping to establish a baseline grant of about \$3,000 for all municipalities in order to assist smaller towns.

Buffer Zone Protection Program (BZPP). This program is designed to enhance the security surrounding the nation’s critical infrastructure, including chemical facilities, financial institutions, nuclear and electric power plants, dams, stadiums, and other high-risk/high consequence facilities. The funding is intended to assist in developing effective measures that make it difficult for terrorists to conduct surveillance or to launch attacks within the vicinity of critical infrastructure, as well as increase the preparedness of local jurisdictions where such facilities are located. The buffer zone improvements focus on the perimeter outside the identified infrastructure. Funding cannot be passed on to private sector facility owners for internal security measures. Only DEMHS, as the State Administrative Agency for DHS grants, is eligible to apply for these funds, but the local jurisdictions with authority over and around the identified sites are subgrantees. DHS selects sites based on a risk analysis of the sites and its level of “criticality.” Currently, Connecticut has 17 sites DHS has determined to be critical. The program initially provided \$50,000 per site to purchase equipment to better protect the facility and first responders. This amount was increased to \$194,000 per site in FFY 2007.

Public Safety Interoperable Communications Grant (PSIC). The PSIC grant is a new (FFY 2007), one-time program designed to assist public safety agencies to acquire, deploy, and train on interoperable communications systems. The grant is to be awarded by September 30, 2007. Each state will be awarded a base amount of \$3 million with the balance distributed based on a DHS risk assessment. Each state is required to pass through no less than 80 percent of the funding to local public safety agencies and authorized non-governmental agencies, such as for-profit ambulance companies. The program requires a 20 percent match for all funded activities, except for training. Connecticut is eligible for about \$13 million in funding.

Transit security and other. The Transit Security Program's sub-program for ferry security is intended to enhance security measures around transit facilities. Connecticut's two major ferry operations (Bridgeport/Port Jefferson and New London/Orient Point) received a combined total of \$414,350 in FFY 2007. (This was the only year the ferry companies have received funding.) DHS selected DEMHS as the State Administrative Agency or responsible entity for this grant.

Connecticut has also received two one-time Justice Assistance Grants, available through the federal Department of Justice. These grants totaled \$346,000 and supported the former state terrorism task force and certain emergency management functions – mainly equipping the Urban Search and Rescue team discussed later in this briefing.

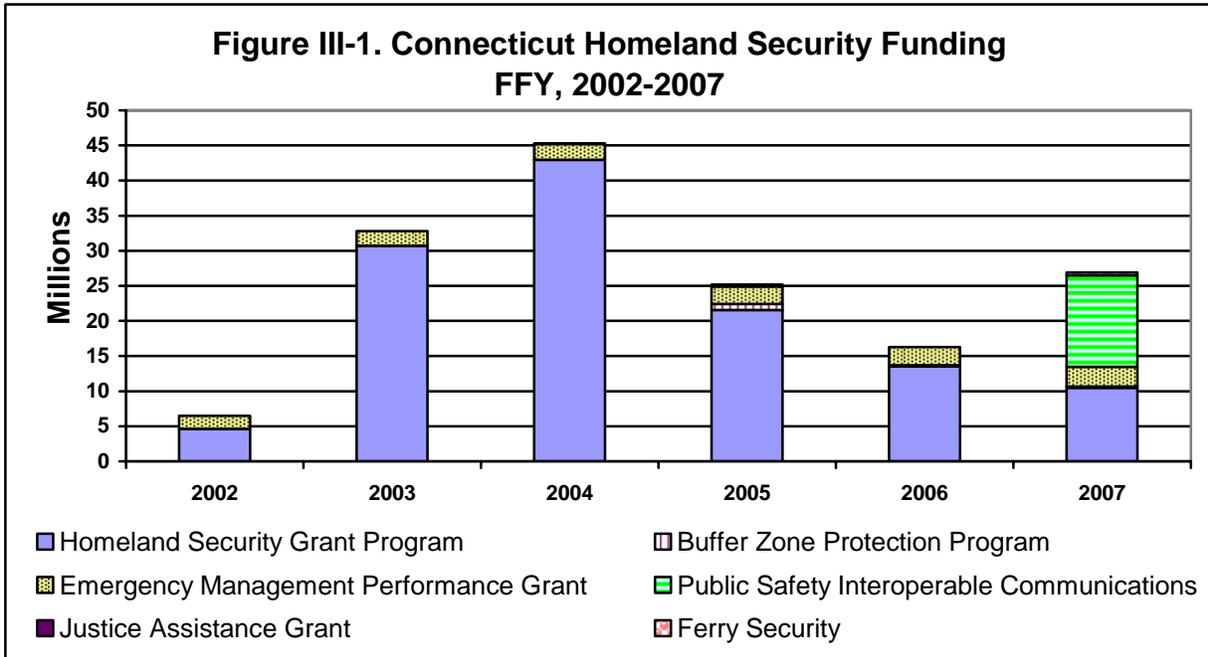
Miscellaneous. There are three other federal programs that fund preparedness activities in Connecticut that are not administered by DEMHS. A port security program provides grant funding to port areas for the protection of critical port infrastructure from terrorism. All three of Connecticut's major ports have received funding totaling \$9.3 million since 2002. In addition, various transit authorities between Connecticut, New York, and New Jersey have shared in \$211 million in security upgrades through the Transit Security Grant Program's sub-program Intercity Rail and Bus.

Finally, the Assistance to Firefighters Grant Program (AFG) is designed to reach high-risk target groups to reduce the incidence of deaths and injuries related to fire incidents. This program pre-dates 9/11. It is often used to equip fire departments for routine incidents, rather than terrorist-specific events. In FFY 2007, the AFG program awarded Connecticut municipalities \$556,000.

Homeland Security Funding: Trends and Per Capita Funding

Figure III-1 shows the trend in homeland security funding awarded to Connecticut since 2002. After the events of 9/11, there was a considerable increase in homeland security funding, which peaked in 2004 when the state was awarded approximately \$45 million. From this point, the total funding declined over the next two years. In 2007, there was an increase in funding due to the one-time interoperability grant of \$13 million. In the absence of this interoperability grant, total homeland security funding would have been about \$14.6 million, or about half the actual amount awarded.

Of the \$126 million awarded to Connecticut between 2002 and 2006, about \$88 million has been expended, an additional \$18 million has been encumbered, and about \$20 million is unobligated. The 2006 and 2005 State Homeland Security Grants have the largest outstanding unobligated balances -- about \$12 and \$6 million respectively.



Per capita funding. Table III-2 compares homeland security grant funding for the five major sub-grants on a per capita basis for the last three years among the 50 states, the District of Columbia, and Puerto Rico. Connecticut has consistently ranked below the national per capita average for federal homeland security funding.

The percentage difference between Connecticut and the national average has increased each year and grew even larger with the introduction of a more risked-based formula in 2006. In 2005, the difference between Connecticut's per capita amount and the national average was 22 percent; by 2007, it was 47 percent.

Table III-2. State Homeland Security Federal Funding Per Capita

	2005		2006		2007	
	<i>Amount</i>	<i>Rank</i>	<i>Amount</i>	<i>Rank</i>	<i>Amount</i>	<i>Rank</i>
Connecticut	\$6.07	40	\$3.86	38	\$2.99	43
National Average	\$7.76		\$5.54		\$5.60	

Per capita spending calculated with 2005 population estimates for FY 2005. Per capita spending calculated with 2006 population estimates for FY 2006 and FY 2007. The grant allocations include the State Homeland Security Program, Law Enforcement Terrorism Prevention Program, Urban Area Security Initiative, Citizen Corps Program and the Metropolitan Medical Response System Program.
Source: Federal Funds Information For States, Issue Brief 06-25, June 5, 2006, and Issue Brief 07-34, July 25, 2007

Homeland Security Planning Process

Since 2001, federal planning requirements for homeland security have become more comprehensive and complex. States have been required to perform assessments as well as submit strategies and different types of funding justifications at various times to satisfy an evolving framework of federal administrative requirements.

Federal homeland security grant guidelines have required each state to periodically conduct need and capability assessments, often based on self-assessments of threats and vulnerabilities. State agencies as well as municipal fire, police, emergency management, and public health personnel have, from time to time, been directed to collect the required data.

Based on these assessments, states were also required to develop multi-year, comprehensive preparedness strategies to guide the targeting of grant funds. These strategies must mesh with federal grant requirements, whose emphasis can change annually. In addition, while federal funding commitments have declined, the method used by the federal Department of Homeland Security to allocate the discretionary amounts in federal homeland security grants (i.e., over the guaranteed base amount) has become more targeted through an approach based on risk and effectiveness.

Since 1999, Connecticut has crafted four state homeland security strategy documents and conducted three needs and capability assessments. Generally, each of these efforts involved: completing statewide assessments; drafting of a strategy by a select sub-group (assisted by a lead state agency); and approval or endorsement of that strategy by an oversight or advisory board.

Below is a summary of each of these efforts, along with an outline of the major federal planning requirements and the key participants in the process. In addition, a description of the current federal funding methodology and the various methods used to distribute the federal money to municipalities is provided. A listing of the state's homeland security strategies by year is contained in Appendix B.

1999 - Office of Emergency Management

In 1999, states were directed by the federal Office of Domestic Preparedness to conduct an assessment of threats, vulnerabilities, capabilities, and needs, and then develop a three-year (1999 to 2001) interagency, government-wide implementation strategy to meet statewide needs (later extended to 2003). The needs assessments were to identify appropriate equipment, training, and preparedness exercises required to address any gaps in capabilities given the threats and vulnerabilities of each state.

In Connecticut, the Office of Emergency Management within the Military Department was designated as the lead coordinating agency for this effort. A Senior Steering Council (SSC) was created in May 2000 to advise the governor on plans and policies related to counter-

terrorism preparedness. The SSC, chaired by the adjutant general of the Connecticut National Guard, advised OEM during this process. The council included six state agencies, as well as representation from municipal law enforcement and other first responder agencies. OEM created an interagency Statewide Domestic Preparedness Weapons of Mass Destruction Working Group (WMDWG), to ensure that assessment and planning activities were well coordinated. The WMDWG had representatives from five state agencies, the fire and police chiefs' associations, a HAZMAT unit, and the Federal Bureau of Investigation. The WMDWG assisted each municipality complete the required assessments.

The Statewide Domestic Preparedness Strategy was developed by the WMDWG, with guidance from OEM, from the issues raised and information gathered during the assessment process. The strategy was revised based on feedback from the SCC in November 2001.

The preparedness strategy, completed in December 2001, identified 11 goals and 43 objectives. Overall, the priorities contained in this initial strategy focused mostly on response and recovery capabilities for specific jurisdictions and were designed to:

- improve the capabilities of the six largest municipalities, the state's largest airport, and two resort areas;
- improve the capabilities of the three existing regional hazardous material teams, as well as the capabilities of four state agencies that provide statewide weapons of mass destruction field response;
- provide basic equipment and training to all professional first responders in WMD incident response and establish 25 basic and nine enhanced mass decontamination teams; and
- provide basic equipment and training to remaining first responders in WMD incident response, and upgrade the first responder capabilities of any interested jurisdiction in WMD response.

2003 and 2004 – Division of Homeland Security

In order to obtain FY 2004 federal homeland security funding, states were required to update their assessment data to reflect "post-September 11, 2001 realities" and identify progress on the priorities outlined in their initial homeland security strategies using a more refined assessment tool. Similar to the earlier effort, each of the states' 169 municipalities and two tribal nations were required to conduct both a risk and needs assessment. Beginning in August 2003, municipalities were asked to collect and enter assessment information on-line using a secure data collection tool. The risk assessment included an evaluation of threats and vulnerabilities, while the needs assessment consisted of a comparison of required capabilities to current capabilities given certain planning factors.

The OEM, however, was no longer the State Administrative Agency for the federal Homeland Security Assessment and Strategy Program. In August 2001, the governor created the Division of Protective Services within the Department of Public Safety, subsequently renamed the Division of Homeland Security, to identify, develop, and implement strategic

preventative and reactionary plans specific to public safety concerns. The Office of Emergency Management worked in conjunction with the division on conducting the assessment and reviewing the strategy.

A working group, consisting of representatives from eight state agencies, was assembled to assist in the coordination and development of the state's assessment and strategy. A broader group was also consulted to review the state's strategy, which included the police and fire chiefs' associations, Regional Planning Organizations, emergency medical care community, the tribal nations, and the Connecticut National Guard. The group reviewed the prior strategy, maintained a number of goals, and formulated new goals and objectives to continue the improvement of the state's capabilities. The Senior Steering Council, at this time now chaired jointly by the state's homeland security director and the adjutant general, approved the strategy. The municipal assessment data were submitted simultaneously with the state strategy. Consequently, the data were not used in developing the strategy.

Connecticut's strategy was submitted to the federal Office of Domestic Preparedness on January 27, 2004. One-hundred and fifty jurisdictions of the 171 participated (i.e., 169 towns and two tribal nations). Connecticut's submission was one of 19 that was approved by DHS without conditions.

The revised state strategy focus was much broader than the initial strategy and contained nine goals and 61 objectives. Eight of the goals in the previous strategy were eliminated, three were retained, and six goals were added, including two that addressed prevention strategies to protect the state's assets and its citizens.

2005 through 2007 – Department of Emergency Management and Homeland Security

Several notable changes were initiated by DHS from 2005 through 2007 that affected the development of state strategies and how homeland security funding was allocated among the states. DHS directives in 2005 combined with planning guidance for the FFY 2006 Homeland Security Grant Program required that the state:

- revise its homeland security strategy to align with the National Preparedness Goal (NPG) issued in 2005;
- perform a program and capability review to assess statewide preparedness needs by reviewing existing programs and capabilities;
- submit a program and capability enhancement plan; and
- provide formal investment justifications for priorities identified during the development of the program and capability enhancement plan.

Further, a new and more comprehensive funding methodology was developed by DHS. In 2006 and 2007, each state received a base amount of homeland security funding and any additional funding was based on assessments of risks and perceived effectiveness of strategies in addressing needs in each state.

In addition, in 2005, the State Administrative Agency for homeland security was changed again as the state consolidated the Office of Emergency Management and the Department of Public Safety's Division of Homeland Security into the Department of Emergency Management and Homeland Security. The same legislation also created the Emergency Management and Homeland Security Coordinating Council, which advises DEMHS, and effectively eliminated the Senior Steering Council. Within DEMHS, the Strategic Planning and Grants Administration, a seven-person office that reports to the commissioner, is responsible for applying for and administering federal grants.

National Preparedness Goal. On March 31, 2005, DHS issued the National Preparedness Goal (NPG) to provide a collective vision and a common nationwide approach to preparedness. In August 2005, DHS required that the state's homeland security strategy be aligned with the new federal doctrine of preparedness and federal priorities. Significantly, the National Preparedness Goal, instead of focusing solely on terrorism concerns, promotes an "all-hazards" approach (i.e., preparedness for domestic terror attacks, major disasters, and other emergencies) regarding the four core preparedness objectives of preventing, protecting against, responding to, and recovering from terrorist attacks and catastrophic natural disasters.

As illustrated in Figure IV-1, the National Preparedness Goal establishes a vision for preparedness and provides a set of tools that establish measurable priorities, targets, and a common approach to developing needed capabilities. These tools are described below.

- *15 national planning scenarios (NPS):* highlight the scope and complexity of plausible terrorist attacks or major disasters (12 are terrorist-related scenarios, such as a chemical or radiological attack, and three are natural disasters, such as a hurricane). The NPS are intended to be a reference resource to government agencies to help evaluate and improve capabilities. Appendix C contains the full list of planning scenarios.
- *The universal task list (UTL):* provides a listing of 4,800 discrete tasks that may need to be performed in major events illustrated in the national planning scenarios. The UTL is intended to be a reference resource to government agencies to help evaluate and improve capabilities.
- *The target capabilities list (TCL):* provides guidance on 37 specific capabilities that federal, state, and local governments will be expected to develop and maintain in order to prevent or respond to major catastrophe outlined in the 15 scenarios. Appendix D contains the list of the 37 target capabilities.

From this framework, the federal Department of Homeland Security has established seven priorities. Three are *overarching priorities*, which contribute to the development of multiple capabilities, and four are *capability-specific priorities* that, according to DHS, focus on building capabilities the nation needs the most. The four capability-specific priorities are aligned with eight of the 37 *target capabilities* in the TLC as shown in Table IV-1. *These eight capabilities are the focus of the capability review described further below.*

Figure IV-1 Federal Goals

Vision for the National Preparedness Goal

To engage federal, state, local, and tribal entities, their private and non-governmental partners, and the general public to achieve and sustain risk-based target levels of capability to prevent, protect against, respond to, and recover from major events in order to minimize the impact on lives, property, and the economy.

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15 National
Planning
Scenarios

Universal Task
List
(4,800 tasks)

Target
Capabilities List
37 Target
Capabilities

Seven National Preparedness Priorities

Three overarching priorities

1. Implement National Incident Management System (NIMS) and National Response Plan*
2. Expand regional collaboration
3. Implement National Infrastructure Protection Plan

Four capability-specific priorities – strengthen:

4. Information sharing and collaboration capabilities
5. Interoperable Communications
6. Chemical, Biological Radiological, Nuclear, and Explosive (CBRNE) detection, response, and decontamination capabilities
7. Medical surge and mass prophylaxis capabilities

State Goals

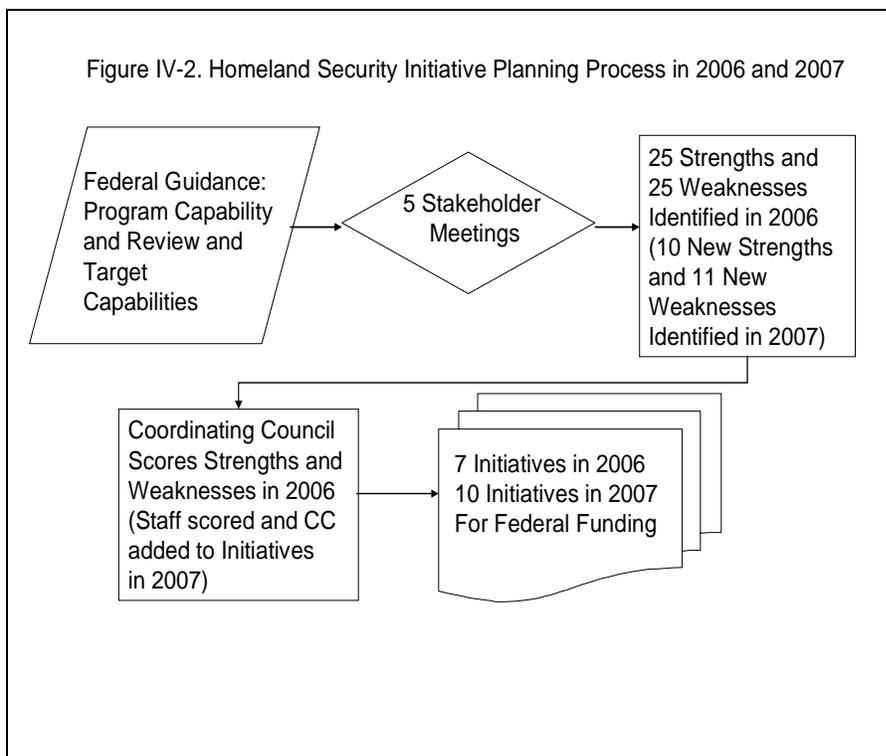
#	STATE GOALS (2007-2011)	Number of Objectives per Goal	How state objectives relate to Seven National Priorities
1	Improve abilities of emergency responders to identify and respond to an all-hazards incident man-made or natural	13	1,2,5,6,7
2	Develop a comprehensive CBRNE incident response and contingency plan	22	1,2,6,7,
3	Improve critical incident management and response through the implementation and use of the NIMS	9	1,2
4	Maximize utilization of all available funding through coordinated leveraging, pooling and disbursement of budgetary resources	2	n/a
5	Enhance existing statewide communications systems	5	4
6	Enhance public safety through hardening of critical infrastructure sectors (i.e., security)	6	3
7	Develop a self-sustaining training program for all all-hazards preparedness	9	2,4,6
8	Enhance capabilities to conduct proactive interdictions and investigations to prevent and mitigate terrorism incidents	3	4
9	Develop a comprehensive all all-hazards recovery plan	3	1
10	Engage the general public, educational systems and private sector in all all-hazards prevention, planning, response, and recovery	7	2,4

* The National Response Plan establishes the framework through which federal , state, local and tribal entities operate when a catastrophe occurs. The National Incident Management System (NIMS) identifies standard operating procedures and approaches to be used by respondent agencies as they work to manage the response to a catastrophe. Source: LPR&IC based on federal and state documents

Table IV-1. Link Between Capability-Specific National Priorities and Priority Target Capabilities	
Four Capability-Specific National Priorities	Eight Priority Target Capabilities
Strengthen Information Sharing and Collaboration Capabilities	<ul style="list-style-type: none"> • Intelligence/Information Sharing and Dissemination • Law Enforcement Investigation and Operations
Strengthen Interoperable Communications	<ul style="list-style-type: none"> • Interoperable Communications
Strengthen Chemical, Biological Radiological, Nuclear, and Explosive (CBRNE) Detection, Response, and Decontamination Capabilities	<ul style="list-style-type: none"> • CBRNE Detection • Explosive Device Response Operations • WMD/Hazardous Materials Response & Decontamination
Strengthen Medical Surge and Mass Prophylaxis Capabilities	<ul style="list-style-type: none"> • Medical Surge • Mass Prophylaxis

Source: DHS

Staff from DEMHS reviewed the goals and objectives of the 2004 state homeland security strategy and integrated them with the NPG and the seven national priorities. Figure IV-1 also shows the relationship between the national goals and state goals. The revised state strategy contained 10 goals and 74 objectives. One goal, involving engaging the public in preparedness activities, and 13 objectives were added to the 2004 strategy. The strategy was endorsed by the coordinating council on September 8, 2005.



Capability and assessment plan. In 2006, the Department of Emergency Management and Homeland Security, as required, conducted a capability and assessment review, developed an enhancement plan with input from stakeholders⁸ based on the review, and identified seven initiatives that provided “investment justifications” for federal funding. In 2007, essentially the same procedure was used. The process illustrated in Figure IV-2 is summarized below.

- DEMHS conducted five stakeholder meetings in January 2006 with over 100 participants to identify strengths and weaknesses in Connecticut’s capabilities compared to the federal government’s eight target capabilities and four additional capabilities selected by the stakeholders.⁹ The additional capabilities include: Urban Search and Rescue, Intelligence Analysis and Production, Critical Infrastructure Protection, and Medical Supplies Management and Distribution.
- Stakeholders developed 25 strengths (preparedness elements to maintain) and 25 weaknesses (preparedness elements to improve) based on their own experiences and expertise. No comprehensive assessment of what effect a catastrophe, like those outlined in the 15 planning scenarios, would have on Connecticut currently exists.
- The coordinating council used a process to score and rank each of the 25 strengths and 25 weaknesses identified by the stakeholders during a prioritization meeting on February 14, 2006.
- The ranked strengths and weaknesses were integrated into an enhancement plan containing seven initiatives. These initiatives are the near-term priorities for federal funding. These initiatives include:
 - expanded regional collaboration;
 - interoperable communications and State Interagency Coordination Center;
 - expanding the Connecticut Intelligence Center into a fusion center;
 - providing a secure communications network;
 - natural disaster and CBRNE preparedness;
 - medical preparation and response; and
 - all-hazards planning and public/private outreach.

⁸ Stakeholders included members of local law enforcement agencies, fire departments, Regional Planning Organizations, hospitals, city officials, private security firms, the Connecticut Intelligence Center, six state agencies, tribal nations, the U.S. Attorney’s office, the Coast Guard, and the FBI.

⁹ According to federal planning guidance, “capabilities are a combination of resources that provide a means to achieve a measurable outcome.” Department of Homeland Security, *State Homeland Security Program Capability Review Guidebook*, Volume 1, October 2005.

- DEMHS requested \$30 million in 2006 and was awarded \$13.5 million. The budget was revised by a stakeholder working group and forwarded to the coordinating council. The spending was reduced for all initiatives and one initiative, proving a secure communications network, was eliminated.

In 2007, a similar process was followed except that the staff from DEMHS performed the final ranking for 22 additional strengths and weaknesses identified by stakeholders. The coordinating council added the strengths and weakness to the existing six 2006 initiatives. As a result, the initiative of providing a secure communications network was added back in. Two additional initiatives, interstate coordination and “REAL ID” implementation,¹⁰ were added, based on federal requirements, and a third was added at the request of the Department of Public Health regarding interstate coordination of pandemic influenza. This resulted in a total of 10 initiatives. The department requested \$27 million for 2007 and received about \$10 million. Based on that reduction, DEMHS is in the process of determining cuts in programming and if any of the initiatives will be eliminated.

The statewide strategy was adjusted by revising some of the objectives under the goals to align with the 2007 grant investment justifications. The same 10 goals from 2006 remained but the objectives were increased from 74 to 78. The revised strategy was endorsed by the coordinating council on March 8, 2007, within the context of the FFY 2007 Homeland Security Grant Application. The state strategy was approved by DHS on April 4, 2007.

Federal Funding Methodology

As noted earlier, federal homeland security allocations include a minimum statutory base amount of funding for each state and an amount that is established by DHS. As Figure IV-3 illustrates, 40 percent of overall funding is included in the base amount and 60 percent is based on a formula. The formula portion of the funding allocation for FFYs 2006 and 2007 is based on two factors: 1) an analysis of risk;¹¹ and 2) the anticipated effectiveness of grant proposals to address identified homeland security needs. The amount of funding is weighted 2/3 on risk and 1/3 on effectiveness. The level of risk was determined by DHS and the effectiveness was scored by peer reviewers.

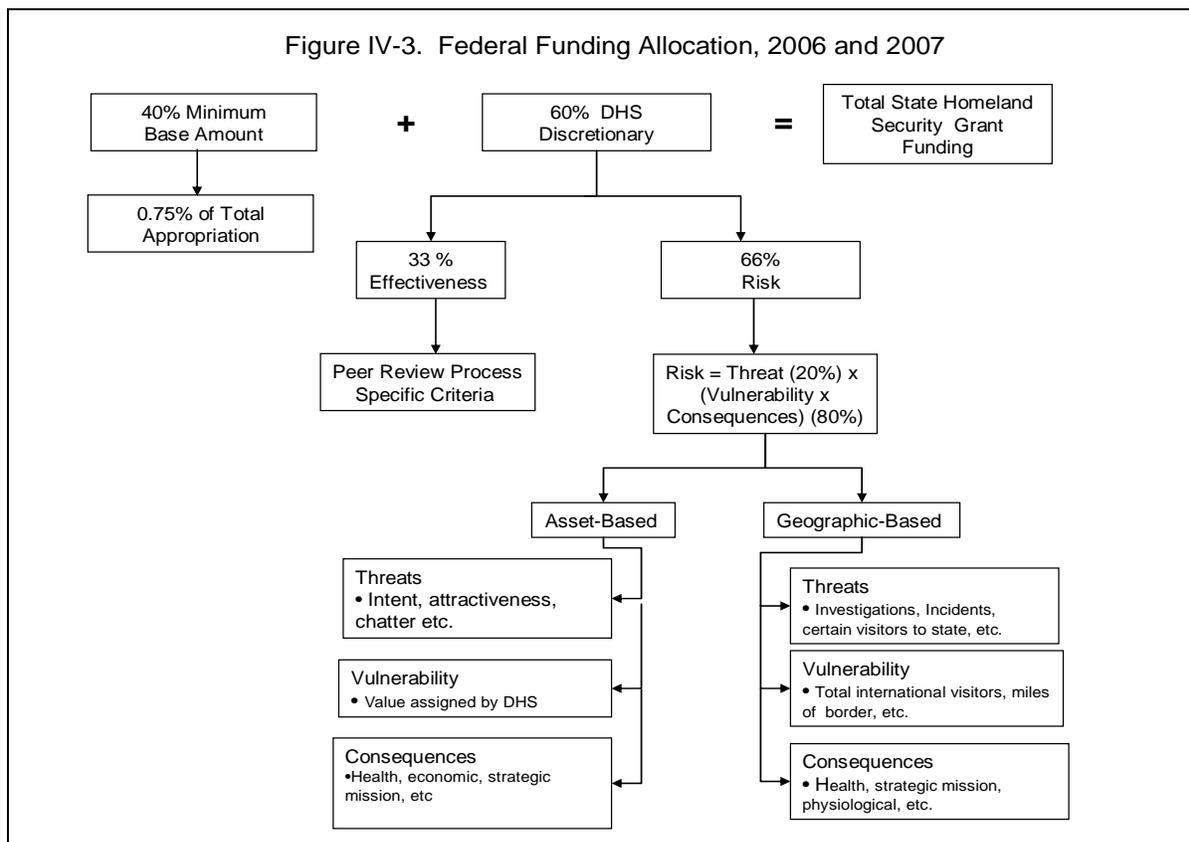
Risk analysis. The Department of Homeland Security defines risk as the product of three variables:

- *threat*, or likelihood of a type of attack that might be attempted;
- *vulnerability*, or likelihood that an attacker would succeed; and
- *consequence*, or potential impact of a particular attack.

¹⁰ The federal REAL ID act requires those applying for a driver’s license to submit a certified copy of a birth record and the Department of Motor Vehicles will be required to electronically verify that the birth record is valid. Connecticut is required to comply with this federal mandate by December 31, 2009.

¹¹ The risk methodology has evolved over the last six year from a very simple formula where risk was essentially equated to population to the one described above.

The risk formula consists of making two calculations: risk to assets and risk to geographic areas. Under the asset-based approach, strategic *threat* estimates are used from the intelligence community of an adversary's intent and capability to attack different types of assets (e.g., chemical plants, stadiums, and airports) using different attack methods. *Vulnerability* of each asset type relative to each attack method is analyzed to determine the form of attack to be the most successful, and *consequences* are estimated by DHS by each asset type, including human health, economic, strategic mission, and psychological impacts.



The geographic-based approach assesses the characteristics of an area independent of assets in the area. The DHS first evaluates *threats* (reported threats and suspicious activity, FBI and Immigration and Customs Enforcement terrorism case data) that are linked to a particular geographic area. *Vulnerability* factors are identified and considered, such as proximity to international borders. Finally, potential *consequences* are estimated of an attack on the area, including human health, economy, strategic mission, and psychological impacts.

These factors are combined to produce an estimate of the relative risk of terrorism faced by a given area. The threat score is weighted at 20 percent and vulnerability and consequences together are weighed at 80 percent. The formula is calculated by DHS for every state. The risk formula described here is largely based on the 2006 formulation. While the 2007 formula

appears to be similar, a number of refinements were implemented. This included the use of an expanded set of data sources.¹²

Connecticut's risk score. Thus, the risk score for Connecticut is based on the assessment of the risk to individual assets in the state and the risk to the geographic area itself. In DHS' comparative risk analysis, each risk area (asset and geographical) as well as the sum of both scores places each state and U.S. territory in one of four categories – top 25 percent, top 50 percent, bottom 50 percent, or bottom 25 percent.

The following risk analysis summary is based on the results from 2006. According to DEMHS, the federal government did not provide a risk score to the state for 2007.¹³

- *Asset risk-analysis.* Just over 2,300 assets in Connecticut met the criteria for inclusion in the asset analysis.¹⁴ When the asset analysis was conducted, the state of Connecticut fell in the bottom 50 percent of all states meaning that the risk associated with individual assets in the state was lower than half of all the states. The criteria for inclusion in the asset risk analysis are fairly high. For example, while banking and financial facilities are significant to the Connecticut economy, none of these facilities were include in the analysis.
- *Geographic risk- analysis.* In the geographic analysis, Connecticut fell within the top 50 percent of the states, meaning that it had a higher level of risk related to reported threat and investigative activity, resident and visitor population, and other geographic criteria than at least half the states.
- *Total risk.* When both scores for asset- and geographic-based risk are aggregated, Connecticut was placed in the bottom 50 percent of states.

It is worth noting that DHS' risk assessment methodology is focused on countering terrorism, while the State Homeland Security Grant Program, results of the assessment of capabilities, and the state strategy, go toward supporting the implementation of the all-hazards National Preparedness Goal.

Connecticut effectiveness score. The method used by DHS to determine effectiveness scores involved the use of a peer review process. More than 100 peer reviewers participated in the process and included incident managers, fire chiefs, law enforcement personnel, grant managers, and state and local emergency management personnel. Peer reviewers rated the investment justifications independently to determine a preliminary effectiveness score for each

¹² Congressional Research Service, *The Department of Homeland Security's Risk Assessment Methodology: Evolution, Issues, and Options for Congress*, Report RL33858, February 2, 2007

¹³ DEMHS has recently requested the 2007 risk score based on a program review committee staff inquiry.

¹⁴ DEMHS staff have noted that 237 high hazard dams, which should have been included in the list of assets, were not included in 2006. Those assets should have been included in 2007. DEMHS does not believe the score would have changed dramatically with the inclusion of such assets. Program review staff will review this issue when the 2007 scores are received.

state. Panels were then convened to discuss the findings of the reviews and develop final scores. The reviewers based the evaluations on specific criteria: relevance, regionalization, sustainability, implementation approach, and impact.

Connecticut's effectiveness score has been fairly high and has improved over the two-year period. In FFY 2006, Connecticut scored in the 74th percentile of all state submissions. In FFY 2007, Connecticut scored 92 compared to the national average of 82, placing it in the 80th percentile.

Distribution of Federal Funding to Municipalities

As mentioned earlier, the statewide homeland security strategy is the guiding document that describes, in a general way, how the state will meet its preparedness needs. The principal objects of expenditure include equipment, training, exercises, planning, and administration. The principal sub-grants of the Homeland Security Grant Program – the State Homeland Security Grant Program and the Law Enforcement Terrorism Prevention Program -- fund the purchase of equipment and other activities through the state and require that at least 80 percent of the allocation be spent on local needs.¹⁵ The municipal/state breakdown for the total amount spent from currently active federal funds (i.e., 2004 through 2007), is 71 percent local and 29 percent state. There have been several different funding mechanisms used to distribute grant money from the state to Connecticut municipalities.

Early years (1999 through 2003). In the early years of the federal government's homeland security grant program, municipalities did not get cash grants directly from the state. At the time, the Division of Homeland Security (and OEM before 2002) used the money to purchase equipment and distributed it to the towns. Typically, the money went toward the purchase of personal protective equipment for first responders and metering packages that included instruments to detect various toxic gases and radiation. Personal protective equipment is designed to protect emergency personnel responding to incidents involving chemical or biological weapons.

The initial distributions went to the larger municipalities first and to enhance the capabilities of certain regional response teams. Subsequent distributions to municipalities were based on need. For example, in FY 2003, the DPS' Division of Homeland Security purchased:

- 11,848 pieces of personal protective equipment for first responders;
- 142 basic metering packages for municipalities;
- hazardous material metering packages for 15 municipalities;
- 300 portable radios (ITAC/ICALL) for municipal police chiefs, fire chiefs, and emergency management officials;

¹⁵ A much smaller grant program, Citizen Corps, awards a set amount to municipalities for local citizen corp committees and regional citizen corp committees based on the funding available. For example, in FY 2004 the local committees received \$5,000 each, and the regional committees received \$25,000 each. A full explanation of this grant program is found in the previous section.

- mobile radio stations for 140 primary and secondary public safety communications centers;
- bomb trucks for New Haven and Stamford and a bomb robot for Hartford;
- mobile decontamination trailers for 12 municipalities; and
- pharmaceuticals for 31 acute care hospitals.

Mid-years (2004 through 2006). Beginning in 2004, municipalities began receiving cash grants directly. From 2004 through 2006, the amount of funding given to local jurisdictions through the State Homeland Security Grant Program included a base amount for each municipality (e.g., \$20,000 in FY 04, \$3,000 in FY 06) and a per capita amount (e.g., \$3.54 in FY 04, 24.8 cents in FY 06). Large cities also received an extra allotment (\$118,372) in FY 04.

Local jurisdictions had three options to administer their funds in 2004 and 2005:

- administer the funds themselves and assume all grant reporting requirements;
- ask the state to administer the funds and assume all administrative oversight through a memorandum of understanding; or
- designate the relevant Regional Planning Organization to administer the funds and perform all administrative functions on behalf of its member jurisdictions.

In 2005, 127 jurisdictions elected state administration, four jurisdictions elected self-administration, and 40 jurisdictions elected to designate a RPO.

The law enforcement grant, LETPP, was distributed to municipalities on a so-called “per Copita” basis. Each municipality received \$715 per full-time police officer in FY 2004 and \$224 in FY 2006.

In 2006, homeland security grants could be administered by the municipality, administered regionally by a RPO, or a combination of the two. A state-administered grant was no longer an option. Because of the federal priority to expand regional collaboration, an incentive was added to 2006 funding to encourage municipalities to designate a RPO to administer all of their funds. The RPOs were eligible to receive \$2,000 for each municipality that designated the RPO as the administrator of funds up to a total of \$75,000. Sixty-three towns and one tribal nation decided to administer the funds on their own, 105 towns and one tribal nation decided to designate their RPO as administrator of the funds, and one town decided to use a combination.

Municipalities were allowed to purchase any equipment they thought was necessary to improve their preparedness needs as long as the purchases were in compliance with the State Homeland Security Strategy and conformed to the federal authorized equipment list to ensure standardization of equipment. In FYs 2006 and 2007, local purchases were limited to the activities in any of initiative areas and had to comport with federal authorized equipment lists. DEMHS also mandated in 2006 that each municipality have a particular piece of equipment -- a high-band radio connection with its regional DEMHS office.

Generally, municipalities or RPOs are allowed to purchase equipment on a reimbursement basis or receive a cash advance for up to 120 days to make a purchase. DEMHS requires all subgrantees to report on the status of all projects as well as outlays and expenditures on a quarterly basis, and requires the submission of a property inventory report at the conclusion of any project.

Current (2007). In continuing recognition of the federal requirement to encourage regional collaboration and planning, FFY 2007 federal funds will be allocated using a regional approach.¹⁶ The regional mechanisms for this funding initiative are the five DEMHS regions, not the state's 15 RPOs, which had been used on voluntary basis in the past. DEMHS' goal is to have the regions identify preparedness needs through a SWOT analysis,¹⁷ and then develop priorities, regional budgets, and emergency operations plans. In addition, the regions will be expected to perform an inventory of various emergency response equipment in each municipality.

The regional structure relies on the identification of a single RPO for each of the five regions to act on behalf of the entire region. This "coordinating RPO" is expected to work with a Regional Emergency Planning Team (REPT) that will oversee the development of spending and operations plans. The intent is that the membership of each REPT will reflect both the geographical areas within the region (i.e., chief elected officials), as well as the emergency management disciplines within the region.

Each REPT will establish subcommittees to conform to the 15 emergency support functions (ESF) that are articulated in the National Response Plan. The emergency support function is defined by DEMHS as a "disciplined-oriented work group" intended to "foster a collaborative planning within a particular discipline." For example, municipalities have different local law enforcement agencies. Under the ESF concept, these law enforcement agencies all function as one under ESF-13. Some ESFs may be state-level functions, such as Urban Search and Rescue, and would not require a subcommittee at the regional level.

Ultimately, the membership of each REPT will be based on the particular by-laws that are currently being developed within each region. Some regions are considering a REPT steering committee and the REPT would be made up of the chief elected officials of each town within the region. In this case, the REPT would meet less frequently to review and approve the recommendations of the steering committee.

DEMHS staff are expected to assume an advisory role in this process. If, however, a region does not assign a coordinating RPO, DEMHS will serve as the administrative entity. Each region will receive up to \$125,000 to support planning efforts. In addition, after a plan has been developed, each region will receive a base amount of \$800,000 and an additional amount based on the relative threat and vulnerability in each region.

The relative threat to each region is based on risk assessment that relied on past assessment information of infrastructure sites that was updated by each municipality in

¹⁶ The first distribution of FFY 2007 grant money is to be awarded on October 15, 2007, to the regions.

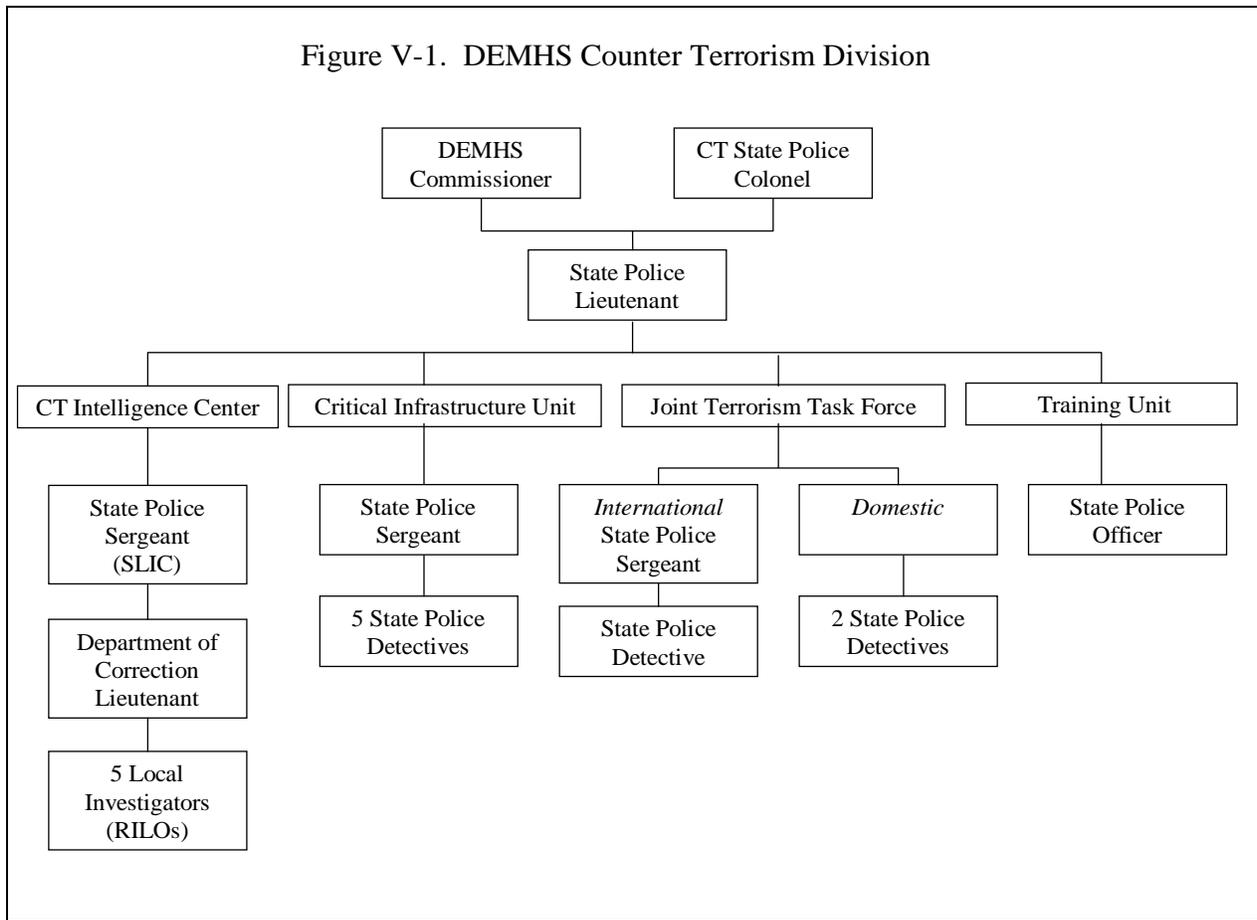
¹⁷ Strengths, Weaknesses, Opportunities, and Threats (SWOT)

December 2006. The updated information was entered into analysis software that evaluates each site on the basis of several factors, including accessibility, vulnerability, recognizability, and criticality (i.e., value). Each site's factor is given a score and the multiple scores are entered into a decision matrix, which calculated a target ranking. The sum of the rankings within each municipality represents the town's risk assessment. Each region's assessment is the total of its constituent towns.

Counter Terrorism

The Counter Terrorism Division of DEMHS contains many of the functions traditionally considered to be the core of the homeland security mission. Most of these activities relate to the prevention of and protection from terrorist events. These functions previously resided in the former Division of Homeland Security within the Department of Public Safety. The Counter Terrorism Division is currently staffed by 13 state police officers. As described below, the division also works with a range of local and federal agencies in combating terrorism.

As illustrated in Figure V-1, the division is headed by a lieutenant who reports to both the state police colonel and the commissioner of DEMHS. Below the lieutenant are four units – Connecticut Intelligence Center (CTIC), Critical Infrastructure Protection Unit (CIPU), Joint Terrorism Task Force (JTTF), and the Counter Terrorism Training Unit (CTTU). Each are described below.



Connecticut Intelligence Center

The Connecticut Intelligence Center is a regional intelligence center staffed by local, state, and federal law enforcement personnel who collect, analyze, and disseminate information on criminal and terrorism related activities. CTIC is organized around the concept of a fusion center. The purpose of a fusion center is to allow information to be “fused” from a broad spectrum of collectors, including both traditional public safety and non-traditional private sector organizations, into meaningful intelligence about threats and criminal activity.

Oversight board. CTIC was established in 2005 through a memorandum of understanding among its members and is governed by a 12-person policy board that currently includes:

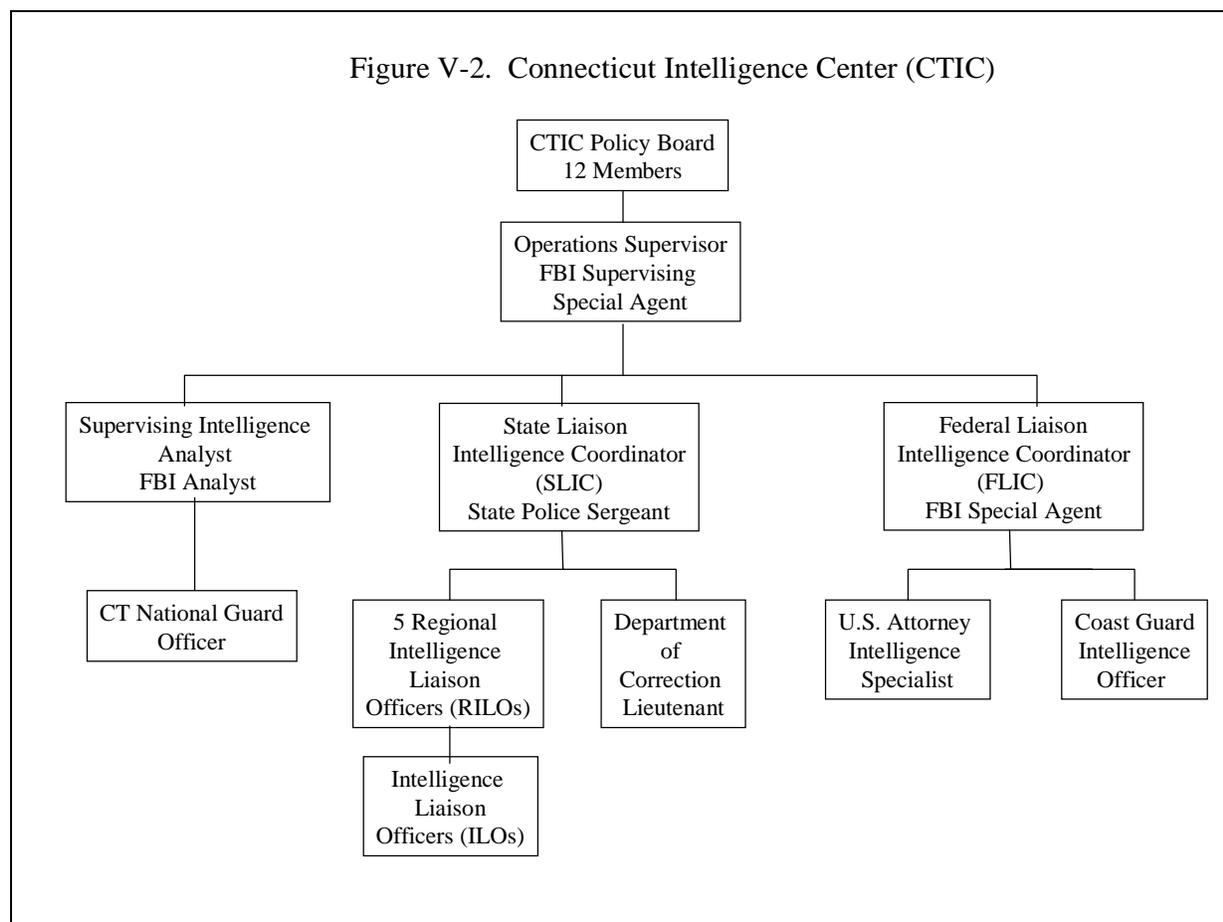
- the commissioner of DEMHS, as chair of the CTIC board;
- the special agent in charge for the New Haven FBI field office;
- the commissioner of public safety;
- the deputy commissioner/colonel of the Department of Public Safety
- the president of the Connecticut Police Chiefs’ Association;
- host police chiefs of the five regional intelligence liaison officers (RILOs);
- captain of the U.S. Coast Guard for Sector Long Island Sound; and
- the commissioner of the Department of Correction.

Federal homeland security grant programs have encouraged the development of fusion centers throughout the U.S. Connecticut has one of the 33 fusion centers in the nation. Federal grants have been used to assist in funding the center by supporting the purchase of computers, software, and covering a portion of local police officer salaries. State police salaries are not reimbursed.

CTIC staff. The state liaison intelligence coordinator (SLIC) is a state police sergeant who oversees and coordinates all intelligence received from the five regional intelligence liaison officers and from an officer from the Department of Correction, who is assigned full time to CTIC. The SLIC reports to the head of the Counter Terrorism division in DEMHS. RILOs are local police officers who are regional representatives of CTIC. This unit is responsible for collecting information from the intelligence liaison officers (ILOs). The ILOs are CTIC’s point of contact within local police departments in Connecticut. They are responsible for passing information from their department to CTIC and disseminate information from CTIC to the appropriate personnel within their department. State and local law enforcement personnel who work at CTIC must obtain a federal top secret clearance.

As illustrated in Figure V-2, CTIC, on a day-to-day basis is supervised by an operations supervisor, who is a supervising special agent of the FBI. Below the operations supervisor are the supervising intelligence analyst, the state liaison intelligence coordinator, and the federal liaison intelligence coordinator (FLIC). The supervising intelligence analyst oversees a Connecticut National Guard officer. This CTIC unit provides analytical support to CTIC.

Analytical support can also be obtained from the FBI's Field Intelligence Group and the Connecticut State Police Central Criminal Intelligence Unit.



The federal liaison intelligence coordinator is a FBI special agent who oversees a Coast Guard intelligence officer. The FLIC also works with an intelligence research specialist from the U.S. Attorney's Office. This CTIC unit assists in collecting intelligence information from within the FBI, the JTTF, other federal agencies, and the private sector and disseminating such information to CTIC. The FLIC also assists in preparing various intelligence products.

CTIC is also responsible for maintaining and responding to the toll-free Terrorism Tips Hotline, where suspicious activity may be reported by the public.¹⁸ From December 2006 through June 2007, the tip line received 58 calls.

Products and services. There are a number of intelligence products and services provided by CTIC. Although first conceived as a centralized resource for collecting, analyzing and disseminating intelligence, CTIC has expanded its role and allows staff to be deployed to field operations to provide on-scene analytical support when requested. Other products and services are listed below.

¹⁸ 1-866-HLS-TIPS

- *Informational Message* - An informational summary or a request for information on a particular event or topic. It is not considered intelligence to be immediately acted on. In the last year, CTIC has issued 17 informational messages.
- *Intelligence Bulletin* - A situational report containing information of a specific crime, organization, threat, or event for immediate dissemination.
- *Weekly Intelligence Briefing* - An informational bulletin produced every Thursday that reports on a wide array of criminal activities, identities of released inmates, fugitives, threats and trends from Connecticut and bordering locales. CTIC has issued 143 weekly intelligence bulletins and intelligence bulletins over the last year.
- *Intelligence Assessment* – An in-depth report of an emerging threat, group, or crime. CTIC has issued seven intelligence assessments and weekly intelligence briefings in the last year.
- *Intelligence Information Report* – Federal intelligence report that provides a brief summary of raw intelligence. Approximately 500 have been issued since the creation of CTIC in 2005.
- *Operations Center Information Bulletin* – A report containing specific information pertaining to the CTIC command post operation or incident covered. Seventeen have been issued in the last year.
- *Law Enforcement On-Line Virtual Command Center (VCC)* - An information sharing and crisis management tool. The VCC allows the law enforcement community to use a federally-sponsored secure computer network at local and remote sites as an electronic command center to submit and view information and intelligence. The VCC has been deployed for 17 events, like UConn's spring weekend, in the last year.
- *Threat Assessment* – A report that evaluates any security concerns surrounding a particular event, such as a visit to Connecticut by a well-know or controversial figure. CTIC has produced seven threat assessments over the last year.
- *Joint FBI/CTIC products* – Reports produced by CTIC and the FBI's Field Intelligence Group (FIG) regarding potential criminal or terrorist groups in Connecticut. There have been 10 of these reports produced in the last year.

- *After Action Reports* – Evaluation of certain activities during an event in which CTIC participated. Opportunities for improvement are noted. Within the last year, CTIC produced five of these reports.

While certain members of CTIC are on-call, it currently is not staffed on a 24/7/356 basis. In the future the CTIC would like to include representatives from the fire, health, and EMS community on the board and as staff members. Other state agencies and private sector liaisons may also be considered. In addition, it does not currently have the resources or capability to provide local responders with weapons of mass destruction subject matter experts who could provide information to decision makers during an emergency.

Joint Terrorism Task Force

The Joint Terrorism Task Force is a law enforcement unit that uses a multi-agency approach to investigating and combating terrorism. The task force consists of local, state, and federal investigators who work under the direction of the Federal Bureau of Investigation. Prior to 9/11, the United States had 35 such task forces. Now, there are over 100 task forces nationwide and at least one in each of the FBI's 56 field offices, including the one in New Haven.

DEMHS and the New Haven FBI field office have executed a memorandum of agreement that outlines the responsibilities and obligations of each agency. The agreement provides:

- the FBI will assign one supervisory special agent and at least five special agents, and DEMHS will assign at least one Connecticut State Police Trooper to the JTTF. (See more on staffing below.);
- the FBI is responsible for overall policy and direction of the JTTF;
- day-to-day supervision is shared between the state and FBI supervisory personnel;
- the FBI provides office space and support staff to the JTTF;
- the FBI controls all classified reports and information;
- the FBI deputizes all non-FBI JTTF members as Special Deputy U.S. Marshals to enforce federal law;
- all non-FBI personnel must obtain a Top Secret security clearance;
- the FBI requires law enforcement partners to submit information from all previous investigations that may be related to terrorism for review;
- salaries of task force members are paid by their own agencies, -- overtime reimbursement is available from the FBI when allowable under federal law, and when funding is available; and
- the FBI forbids JTTF members from speaking to the press -- any JTTF related media releases will be approved by the FBI and DEMHS.

The New Haven JTTF is divided into two sections: domestic terrorism and international terrorism. DEMHS currently assigns one state police sergeant and three detectives to the JTTF. The domestic section has two detective positions filled. One detective and one sergeant position are vacant. The international section has one sergeant and one detective assigned, with one detective position vacant. The sergeant in this section also currently supervises both sections.

Personnel assigned to the JTTF are involved in responding to reports of suspicious persons believed to be involved in terrorism as well as weapons of mass destruction threats, investigations of terrorist funding, responding to threats to Connecticut's infrastructure, including land, air, and sea transportation, collecting evidence, and providing security at special events. The caseload has been reported to be about three leads per week, though the investigations can be lengthy in nature.

The Connecticut JTTF has had a role in several publicized cases including the following:

- Based on a criminal complaint issued by a U.S. Magistrate in the District of Connecticut, British law enforcement authorities arrested Babar Ahmed in London. A federal grand jury returned a four count indictment against Babar including conspiring to provide and providing material support to a terrorist, conspiring to kill persons in a foreign county, and money laundering.
- The JTTF began a long-term investigation of the Liberation Tigers of Tamil Eelam in 2004. Eight arrests were made in 2006, including a Simsbury resident on charges of conspiracy to commit material support to a designated terrorist organization.
- The investigation of the Yale bombing and the arrest of a Berlin, Connecticut man on 30 counts of possession of machine guns, destructive devices and silencers.

Critical Infrastructure¹⁹

The Critical Infrastructure Protection Unit (CIPU) contains six state troopers (one sergeant and five troopers) whose primary mission is to identify, assess, and categorize critical assets within the state and develop plans to improve the security at those sites. Staff in the unit has received specialized training in performing risk assessments of critical assets and in the development of protection strategies.

The critical assets identified by the unit can be public or private. In fact, many observers have pointed out that most of the critical assets of the nation are in private hands. There are sites

¹⁹ Information for this section was obtained from DEMHS personnel and the DHS Protective Security Advisor to Connecticut as well as two reports (*Progress in Developing the National Asset Database*, Office of Inspector General, Department of Homeland Security, OIG – 04-04 June 2006 and *Review of the Buffer Zone Protection Program*, Office of Inspector General, Department of Homeland Security, OIG – 07-59, July 2007) The reports or interviews with the DHS representative were used when DEMHS personnel were unable to provide or confirm certain information.

that are determined to be critical by the state and those that are determined to be critical by the federal DHS. The state and federal government use different criteria to determine which assets are considered critical, and each uses the information for different purposes as described below.

Federally determined critical sites. Protection of critical infrastructure (CI) and key resources (KR) is one of the primary missions of DHS. The department is guided by federal statutes and the National Infrastructure Protection Plan (NIPP), which provides a “unifying structure for the integration of CI/KR protection into a single program.” According to the USA Patriot Act of 2001, critical infrastructure includes those “systems and assets whether physical or virtual so vital to the United States that the incapacity or destruction of such ... would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.” Key resources are “publicly or privately controlled resources essential to the minimal operations of the economy and government.” The federal government has identified 13 categories of critical infrastructure (e.g., Banking and Finance, Chemical, Energy, Telecommunications) and four key resources (i.e., Commercial Facilities, Government Facilities, Dams, and Nuclear Reactors).

The federal government has required the state to provide information about CI/KR through various “data calls” (information requests). There have been two general data calls since 2002 and several specific data calls that included particular industries (e.g., chemical and nuclear) and major events.²⁰ The federal government uses the CI/KR information in its risk assessment methodology (described earlier), for the Buffer Zone Protection Program and other programs.

The information gathered by the state is joined with other information from DHS and is entered into a National Asset Database (NADB). According to the NIPP, the NADB is intended to be “a comprehensive catalog that includes an inventory and descriptive information regarding the assets and systems that comprise the nation’s CI/KR.” There are over 77,000 CI/KR sites contained in the NADB. According to a DHS representative, Connecticut has at least 919 sites in the database. The quality of the NADB has been questioned recently by the DHS Office of Inspector General as it contains a large number of unusual or non-critical assets (e.g., petting zoo, landfill, auto shop).

The purpose of the BZPP is to enhance the abilities of state and local authorities to improve the physical security at sites determined to be critical by DHS. The funding is intended to assist in developing effective measures that make it difficult for terrorists to conduct surveillance or to launch attacks within the vicinity of critical infrastructure, as well as increase the preparedness of local jurisdictions where the facility is located. The focus of buffer zone improvements is outside the perimeter of the identified infrastructure. Funding cannot be passed on to private sector facility owners for internal security measures.

In the first year of the BZPP -- 2005 -- 17 Connecticut sites qualified for funding under the program. Eleven sites were originally identified by DHS, and the state recommended additional sites to DHS and got six sites added. In 2006 and 2007, the critical assets are divided

²⁰ The data calls were requested in 2003 and July 2004.

into three tiers by DHS. The criteria for inclusion in the tiers can change from year to year depending on what DHS determines to be a priority.

The specific threshold criteria that DHS uses to categorize the assets are apparently quite high. Tier One consists of sites that if attacked would have “monumental consequences.” In 2006, nationwide about 25 sites were identified in this tier as eligible for funding up to \$1 million each. Connecticut does not have any assets in this tier.

Tier Two consists of sites that are determined to be “high consequence” infrastructure within certain industries, or sites on which intelligence has indicated the possibility of an attack. According to DEMHS, the total number of Tier Two sites in Connecticut is classified. However, in 2006 and 2007, one site in each year was selected for funding. The state was allowed to pick the sites from a larger site list developed by DHS. These two sites had also received funding in 2005. The program initially provided \$50,000 per site in 2005 to purchase equipment to better protect the facility and first responders. This amount was increased to \$194,000 per site in 2007. In 2006, there were only about 200 sites selected for funding nationwide; Connecticut had one site eligible for the BZPP. Tier Three contains the remaining sites. Funding has not been provided for this tier.

Once a site is determined to be critical, a risk/vulnerability assessment must be conducted and a protection plan must be developed that identifies measures that will reduce the risk of a successful terrorist attack. To date, of the 17 sites requiring 19 plans, 18 buffer zone plans have been approved by DHS, and 17 plans have been implemented (meaning the equipment has been purchased and put into place). The buffer zone plan also provides guidance on suggested actions to be taken during each Homeland Security Advisory System level.²¹

State determined critical sites. The CIPU also identifies and provides security assessments for other sites considered by the state to be critical. The CIPU maintains a state database of CI/KR in the state. This list is based on those assets identified through data calls/requests to municipalities. There are over 3,500 sites on the state’s database and the unit is working toward verifying, prioritizing, and ranking them. The state’s list of infrastructure contains more sites than the NADB because the federal government’s criteria do not reflect what the state considers to be critical. The state also includes all schools on its list -- of which there are over 1,000 -- the federal government does not. The list is fluid and is updated periodically as new information is obtained such as when new companies are established or are closed.

The unit uses commercially available software to rank and prioritize sites. The CIPU recently worked with all municipalities to update their infrastructure lists in anticipation of using the results to distribute money to the DEMHS planning regions, as described in an earlier section. Ultimately, once all sites are verified, the unit, with the help of specially trained municipal police officers, will proceed to work with the owners of the most critical facilities to assess vulnerabilities and develop plans to increase security at each asset. The CIPU also offers asset reviews at no cost to other government agencies and private entities who request such a

²¹ The Homeland Security Advisory System contains the color codes DHS uses to categorize current threats to the nation.

review. The unit has already assessed and developed mitigation plans for over 165 sites, including:

- 90 private facilities;
- 33 municipal facilities;
- Connecticut Transit bus depots;
- regional storage sites and points of distribution for the Strategic National Stockpile of pharmaceutical supplies;
- 22 state offices, including Connecticut State Police headquarters;
- port, ferry, and rail facilities throughout the state; and
- aviation facilities.

In addition, the unit staffs a number of committees and task forces that are related to facilities and infrastructure protection, such as the Coast Guard's Maritime Security Committee and the Transportation Security Administration's strategic planning task force. The unit also coordinates the security planning and deployment for personnel during events at Rentschler field.

Training

The Counter Terrorism division maintains a Counter Terrorism Training Unit, staffed by a law enforcement terrorism training coordinator. The coordinator, who is a state trooper, performs a range of duties related to planning, organizing, and supervising the development and implementation of antiterrorism training and education programs. The programs are described below.

- *Connecticut State and Local Anti-Terrorism Program* – provides a base-line level of awareness in the basics about terrorism for police officers. In 2006, there were 515 people trained;
- *Terrorism and the Suicide Bomber* – provides general background information about terrorist groups, explosives, and devices associated with suicide bombers. The program is intended for police officers and other security professionals. In 2006, there were 1,087 people trained;
- *Operation Safeguard Training Program* – public outreach program to generate public awareness within private industry by providing descriptions of potential terrorist indicators and suspicious activities. In 2006, there were 506 people trained; and
- *Crime Prevention and Counter Terrorism Measures Course* - training to local law enforcement to enable them to conduct critical infrastructure assessments and develop mitigation plans. In 2006, there were 46 people trained.

Emergency Management

As noted in Section I, the majority of emergency management functions are organized within the DEMHS Division of Emergency Management. Figure VI-1 outlines the division's organizational chart. As the chart shows, the division consists of three units – Operations; All-Hazards Planning; and Radiological Emergency Preparedness. Each unit has its own supervisor and staff, but all are overseen by the division director. All three units are located in the State Armory with operational staff in five regional offices.²² The following is a description of the roles and responsibilities of each unit.

Operations

The Operations unit is directly responsible for the five regional offices that serve as the direct link to local jurisdictions. Each region is staffed by a coordinator and secretary. Two regional offices also have a planner. Additional staffing for the regional offices is pending approval from the Department of Administrative Services.

Regional coordinators. A regional coordinator's primary responsibility is to provide assistance and guidance to the local emergency managers within their region. The coordinators link the locals with the contacts and resources needed during all phases of an emergency.

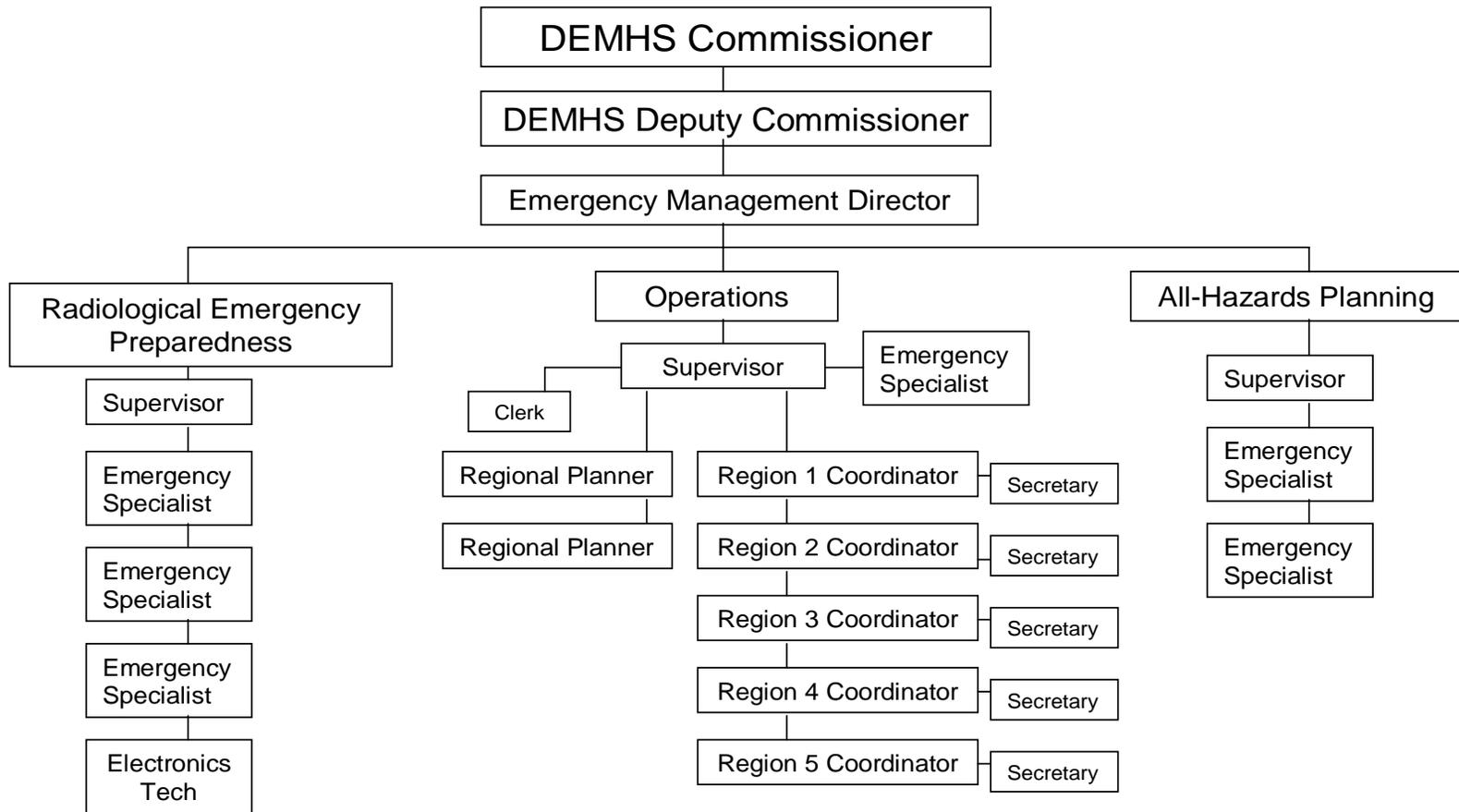
During emergencies, a coordinator's specific duties are to activate the regional office as a regional response coordination center, manage requests for assistance, facilitate mutual response support within the region, and act as a liaison for information between the state Emergency Operations Center and local officials.

The coordinators are also responsible for:

- establishing an ongoing working relationship with local officials;
- ensuring local emergency operations plans are reviewed and updated;
- keeping current local emergency operation plans on-site;
- encouraging local participation in a regional emergency planning team;
- providing input to regional plans that support mutual aid and regional response to emergencies such as regional evacuation plans;
- participating in the development of a tactical interoperable communications plan; and

²² All-Hazards will be moving into DEMHS headquarters as part of Strategic Planning and Grants Administration.

Figure VI-1. DEMHS Division of Emergency Management



As of May 7, 2007

- supporting regional training and exercises in conjunction with the DEMHS training division.

Emergency Operations Center. The Emergency Operations Center coordinates the state's response to a disaster or emergency by fielding requests for services and securing any needed resources. DEMHS provides and manages staff for the state EOC, which acts as the hub of state operations when emergencies and disasters strike or threaten Connecticut. The EOC has seating, communications equipment, a computer network, and a visual display system for state agencies, public utilities, and charitable organizations to work together to resolve emergencies.

When activated, the EOC is continuously staffed 24 hours a day to respond to assistance requests from all municipalities and two tribal nations. Requests for assistance can range from cots, sandbags, and generators to plows, trucks, or bulldozers for debris removal or even aircraft to be used in rescue missions. If necessary, representatives from other state and federal agencies and volunteer organizations augment the state EOC to ensure that needed resources are provided to disaster-stricken areas. On a non-emergency day-to-day basis, DEMHS staff is also available 24-hours a day, seven days a week.

The EOC is also responsible for the development and maintenance of the overall communications and warning systems to facilitate primary and backup communications from the EOC to local jurisdictions, regional offices, and other state agency headquarters during state emergency operations. When activated, the division staff manages the operations and communication room, which serves as a centralized clearing house for all situation reports and requests for assistance to and from the EOC.

The state EOC operates as a warning communications point. As such, it also:

- transmits national weather service warning and watches to localities;
- monitors the flood observing and warning system; and
- links to the federal government for emergency alerts.

At the moment, the state does not have an operational EOC backup. DEMHS is pursuing the possibility of a permanent alternate EOC in the greater Hartford area.

All-Hazards Planning

Connecticut has an all-hazards approach to emergency planning, which means it covers both natural and man-made disasters. As such, the state has multiple plans to cover different types of disasters. The All-Hazards unit staff maintains the updates and revisions to the various state plans and assists in the development of new sections that are needed or required in the plans.

Among the plans developed by or with the assistance of the All-Hazards unit are:

- The *Natural Disaster Plan*, which assigns emergency management tasks and responsibilities to state agencies and affiliate organizations for natural events; and

- The *Consequence Management Plan for Deliberately Caused Incidents Involving Chemical Agents*, which provides emergency operations procedures for man-made incidents. According to DEMHS, the governor approved both plans in 2006.

DEMHS, in conjunction with the Departments of Public Safety and Transportation, has also developed regional evacuation and shelter guides. The guides include evacuation routes, shelter locations, local hazard assessments, and cover the sheltering needs of persons with disabilities and the elderly. DEMHS is working with the State Animal Rescue Team to plan for evacuation and safe sheltering of pets. DEMHS has also prepared the *Mass Decontamination Mobilization Plan*, which provides information on available decontamination resources within the state.

In addition to the DEMHS plans, several other federal and state authorities require state-level plans to address specific hazards. As such, some state agencies prepare their own plans. A sample of some of these plans is provided in Table VI-1.

Table VI-1. Sample of Other Agency Emergency Operation Plans	
Agency	Plan(s)
Department of Environmental Protection	Hazard Mitigation Plan; Debris Management Plan; Flood Emergency Operations
Department of Public Health	Pandemic Influenza Response Plan; Statewide Ambulance Deployment Plan; DPH Emergency Operations Plan (EOP); Hospital Plans
Department of Public Works	DPW EOP Plan
Commission on Fire Prevention and Control	Statewide Fire Service Deployment Plan
Department of Agriculture	Avian Influenza Response Plan
Source: State of Connecticut website	

Regional teams. As noted previously, the state is divided into five DEMHS regions and is now in the process of organizing regional emergency planning teams to develop regional emergency response plans. The REPTs guide the overall regional plan development, ensuring that plans are locally driven and supported. The DEMHS regional offices are leading these efforts together with many local agencies and the Regional Planning Organizations in their area. It is anticipated that all of these plans will comply with the federal National Incident Management System and be supportive of both the state and national strategies.

The REPTs may designate any emergency support functions (ESF) groups as needed. ESF groups are discipline oriented and categorize resources and personnel according to specific subject matter issues and activities such as Transportation, Mass Care and Sheltering, and Health and Medical Services.

Modeled on the federal National Response Plan, each regional emergency operations plan explains how multi-jurisdictional emergency events will be coordinated. The hope is to enhance local capabilities during incidents with less reliance on state intervention. The planning efforts will provide regional resource-typing (based on NIMS) and inventories that are critical during emergencies.

DEMHS Radiological Emergency Preparedness (REP)

The Radiological Emergency Preparedness division is the lead state entity for off-site emergency plan development and exercise for the Millstone Power Station – Connecticut’s only nuclear power plant, which is located in Waterford. REP staff works closely with the Department of Environmental Protection, which is the lead technical state agency of on-site oversight.

REP staff assists in the development of plans and procedures, provides training, and coordinates exercises with federal, state, and local governments as well as private entities. These activities ensure that emergency workers are prepared to protect residents in the event of a nuclear incident.

The radiological emergency response plan involves an extensive network of state and local plans and procedures. All plans are exercised on an annual basis and federally evaluated biennially to validate the plans and ensure federal requirements are completed. Emergency plans for schools, nursing homes, and daycare within the 10-mile radius of the plant zone²³ are also federally reviewed to ensure that they have emergency plans in place.

Several parties participate in the exercises, which may involve the federal Department of Homeland Security, the Nuclear Regulatory Commission (NRC), state DEMHS, local governments, and Dominion, Incorporated, which owns and operates Millstone. DEMHS also conducts tests on the years that the federal government does not evaluate.

DEMHS and Dominion conduct several functional training classes based on state and federally required emergency response planning and exercises. Successful completion of these exercises is required for continued federal licensing of the Millstone Power Station by NRC.

Connecticut also has long-standing agreements with the surrounding states of New York, Rhode Island, and Massachusetts, that ensure timely notification and mutual support in the event that an emergency should occur. Staff from each state participate in the drill and exercises for their mutual benefit.

²³ The communities located within approximately 10 miles of Millstone are referred to as the emergency planning zone and include: East Lyme, Groton, Ledyard, Lyme, Montville, New London, Old Lyme, Waterford, and Fisher’s Island, NY.

Training Unit

The DEMHS Training unit is responsible for providing a comprehensive emergency management training program to local emergency management personnel statewide. The four-person unit supports various agency sponsored training and coordinates registration for a number of courses conducted by the FEMA Emergency Management Institute (EMI). The training unit is the point of contact for all federal training programs in- and out-of-state.

Among the groups eligible for training are first responders, local emergency management directors, state agency personnel, volunteers, chief elected officials, civic organizations/groups and others involved with emergency management and private industry. There are various types of federal training from workshops, professional development courses, and emergency management skill building courses. Training opportunities are posted on a training calendar on the DEMHS website.

Drills and exercises. The Training unit also assists other state agencies, regional groups, and local communities conduct drills and exercises. Drills and exercises provide the most direct means of assessing emergency plans and procedures, and demonstrate the preparedness of responders. A *drill* is a training activity designed to develop, test, and maintain skills in a particular operation or component of an emergency response plan. An *exercise* tests the integrated capability and basic elements of an emergency response plan.

An exercise program can be tabletop, functional, or full-scale applying techniques or knowledge obtained through training or education in a controlled pre-planned manner. A tabletop exercise provides an opportunity for officials and staff to engage in constructive discussion on various simulated emergency situations under minimum stress. A functional exercise examines the capability of individual or multiple activities within a function, usually under limited time constraints and finishing with some critique. A full-scale exercise demonstrates the jurisdictions' full proficiency in implementing an emergency operations plan to respond to a hazard in a highly stressful environment. Each exercise is followed with an after action report prepared by evaluators, which may include state or federal agencies or even the participants themselves. The after action report documents the success in meeting the exercise goals and notes areas where improvements can be made.

According to DEMHS, the agency has conducted or participated in a mix of approximately 50 local, regional, and statewide exercises since August 2006. A listing of exercises is provided in Appendix E. DEMHS also participated in one major national exercise known as TOPOFF III in April 2005.

Statewide NIMS Implementation. One major federal initiative is the implementation of the National Incident Management System. In FFY 2006, the federal DHS required states to become NIMS compliant. Governor Rell issued Executive Order Number Ten making NIMS the state's standard system for the management of domestic incidents that affect the health, welfare, safety, and security of Connecticut residents. NIMS is meant to improve response operations through the use of the incident command system (ICS) and other standard procedures and preparedness measures.

DEMHS, together with a sub-committee of the coordinating council, has prepared a NIMS implementation plan that ensures that NIMS is incorporated into the state's plans, procedures, policies, and training programs. According to DEMHS, NIMS training continues to be provided to all emergency responders. Both the fire and police academies provide NIMS training to new hires as well as offer NIMS training to existing personnel. NIMS training has also been offered to all municipal CEOs. According to DEMHS, approximately 75 percent of CEOs are NIMS compliant. The DEMHS regional coordinators are also reviewing local emergency response plans for NIMS compliance. Furthermore, NIMS compliance is required of any state agency that receives federal DHS funding. These would include the Departments of Public Safety, Corrections, Environmental Protection, Public Health, and Transportation.

Citizen Corps Program. The Training unit is also involved with the Citizen Corps program component known as Community Emergency Response Teams. The Citizen Corps coordinates volunteer opportunities for citizens wanting to help their communities prepare for and respond to emergencies. The Citizen Corps program is tailored to each locality and managed by a local citizen corps council made up of various representatives of first responder disciplines, local elected officials, volunteer organizations, private sector, and other community stakeholders.

DEMHS administers the federal Citizen Corps funding from FEMA and the Department of Homeland Security. The DEMHS coordinating council has established a Citizen Corps subcommittee, which has developed standard operating procedures for the approval and authorization of activations of Connecticut's many local CERTs.²⁴ To date, over 2,300 local volunteers have been trained in community emergency response.

Communications

Communications is generally recognized as the backbone of the emergency response system. It is needed to convey reliable, timely information in order to evaluate an incident and then commit resources to respond and handle the situation.

The DEMHS regional offices have a full range of radio, fax, and telephone capabilities, providing communications with local jurisdictions and the state EOC. These include:

- the DEMHS 153 MHz (hi-band) radio network as the primary interoperability channel for town to state communications;
- the low-band (30-50 MHz) radio network linking the state EOC with the five regional offices;
- amateur radio frequencies on 2-meter packet radios and 75-meter radios; and
- satellite radio network linking the state EOC with regional offices and DEMHS vehicles.

²⁴ This approval was deemed necessary in a formal opinion letter by state Attorney General in order to provide certain liability and compensatory benefits to CERT volunteers.

I-TAC/I-CALL. In 2002, former Governor Rowland directed the Office of Policy and Management to convene a communications interoperability working group to address the needs of the first responder community. At that time, the group determined that the fastest, least expensive course to obtain interoperability at the command and control level would be to expand an existing part of the Department of Public Safety's communication infrastructure known as I-TAC/I-CALL.

With an existing infrastructure, Connecticut simply had to purchase radios, instruct the potential users of the system, and distribute the radios to those people. The equipment was purchased with federal grants and distributed to local entities. However, the state holds the license for use of the I-TAC/I-CALL frequencies.

To date, all fire chiefs, municipal police chiefs, leaders of EMS units, and local emergency management directors have received the training and the 800 MHz radios with the I-TAC/I-CALL frequencies. Each public safety answering points (PSAPs) have received an 800 MHz control station with the same frequencies. Additionally, the municipalities that are within the Millstone Emergency Planning Zone or serve as a host community for a Millstone event received control stations and training.

DEMHS encourages municipalities to activate and use the I-TAC/I-CALL system during a response to any incident involving multiple jurisdictions or different functional elements. DEMHS intends to routinely conduct training on the proper use of the radio equipment and the activation of the I-TAC/I-CALL system.

STOCS. Generally, the agencies and entities involved in responding to emergencies (e.g., fire, law enforcement, and emergency medical services) operate two-way radio systems using a variety of frequency bands. The Statewide Tactical On-Scene Communication System (STOCS) allows these various responders to use their existing portable radio equipment to communicate at an incident regardless of their frequency band. STOCS establishes an interoperable radio system by providing shared channels across very high frequency (VHF), ultra high frequency (UHF), and 800 MHz bands.

For STOCS to work, each department or agency has to program STOCS channels into their existing portable radios and have at least one cross band repeater unit. Statewide implementation of STOCS is now underway. The current plan is to purchase 100 units at an estimated cost of about \$7,000. The distribution to specific locations is yet to be determined.

Connecticut Statewide Police Emergency Radio Network (C-SPERN). Another interoperability project is the Connecticut Statewide Police Emergency Radio Network (C-SPERN). Conceived by the members of the Connecticut Chiefs of Police Association, this joint project between DPS and DEMHS proposes a one-channel analog simulcast system for statewide mobile radio communications for law enforcement agencies. The system's primary design is to use one channel of DPS's 800 MHz radio system at 39 sites throughout the state.

Tactical Interoperable Communications Plan (TICP). The federal Department of Homeland Security has required states to develop a tactical interoperable communications plan designed to enhance interoperable communications among federal, state, and local emergency

responders and public safety officials. The first plan was prepared for Region 1 by the state's interoperability committee along with DEMHS staff. The Region 1 plan was tested in an exercise in December 2006. According to the tactical interoperable communications scorecard submitted by the federal government, the Region 1 exercise fared well. Additional TIC plans for the remaining DEMHS regions are expected in the near future.

DEMHS acknowledges that although much progress has occurred in interoperable communications much more work remains to be done. The work continues through a sub-committee of the coordinating council that will make recommendations to the whole council as well as DEMHS on sharing real-time voice, data, and video information with authorized first responders and other essential parts of the emergency management and public safety community.

Public communications. Another important DEMHS function is providing timely information to the general public to prepare for, respond to, and recover from emergencies. Currently, the department does not employ a public information officer. The deputy commissioner is now responsible for those duties. DEMHS public communications consists of public service announcements, news releases and briefs, media interviews, an electronic newsletter and website, and a public inquiry phone line.

During an actual emergency, public information officers from a number of entities including other state agencies and volunteer organizations are available at the Emergency Operations Center and other locations to provide emergency public information. The Connecticut Television Network (CT-N) provides broadcasting equipment and may preempt scheduled programming to provide emergency information. The public can also contact the Connecticut Infoline (2-1-1) to obtain current and accurate information about a specific event or threat. Infoline is a multilingual service that is available 24 hours and TDD accessible.

DEMHS publishes a monthly electronic newsletter covering a variety of emergency management issues and events. Although the primary audience is for emergency management professionals, it is available to the general public. DEMHS has also published special brochures regarding emergency preparedness and awareness of suspicious events. Specifically, DEMHS in a joint effort with DPH, produced a 12-page preparedness guide that has been disseminated through direct mailings, town halls, schools, fairs, and newspaper inserts to the general public. In addition, DEMHS has sponsored television commercials, newspaper ads, and radio ads in English and Spanish. Advertisements have also been placed on trains and the interior and the exterior of buses promoting the "See Something, Say Something" campaign. Further, two one-hour feature presentations, one on terrorism and another on hurricane preparedness, were aired on Connecticut Public Television in August and September 2006. The programs were pre-recorded but were followed by an hour long live discussion with a call-in number to discuss the shows.

Regional Assets

Figure VI-2 illustrates responder assets by town. As the map shows, there are various responder assets available statewide including:

- five regional HazMat teams;
- thirty-four decontamination trailers, which also serve as radio repeater sites;
- ten foam trailers;
- nine medical reserve corps to provide medical personnel to support hospitals and triage units;
- one disaster medical assistance team to respond to mass casualty incidents;
- one Urban Search and Rescue unit staffed by the state police;
- four bomb squads and one robot capable of conducting threat assessments and render safe procedures;
- eight locations for 9,000 sheltering cots;
- one mass casualty trailer with future plans for one per region; and
- one operational State Animal Rescue Team with two others being formed and two more planned.

Equipment and other resources. Personal Protective Equipment is equipment or supplies that create a physical barrier between persons and environmental or explosive hazards. In FY 03, PPE was provided to all local police, EMS, and fire personnel who requested this equipment. According to DEMHS documents, more than 20,000 complete outfits have been provided. A stockpile of PPE will be established using FY 06 funding. Supplies will be kept at a state maintained facility. In addition to PPE, various chemical, biological, and radiological detection equipment such as metering packages have been purchased. Some issues have been raised about the need for, maintenance of, and inventory of these equipment purchases.

The state has one mobile hospital, which is fully operational and has a 100-bed capacity that can be deployed anywhere in the state. In addition, the Department of Administrative Services has state contracts for various services, equipment, and supplies with allowable use for locals available 24 hours a day.

Points of Distribution. DEMHS has provided guidance to municipalities on establishing and operating local distribution points (LDPs) in the event of a disaster. While municipalities may determine where to locate the LDPs, DEMHS is providing standard operating procedures for how to request, receive, and track FEMA-provided commodities. In addition, DEMHS has

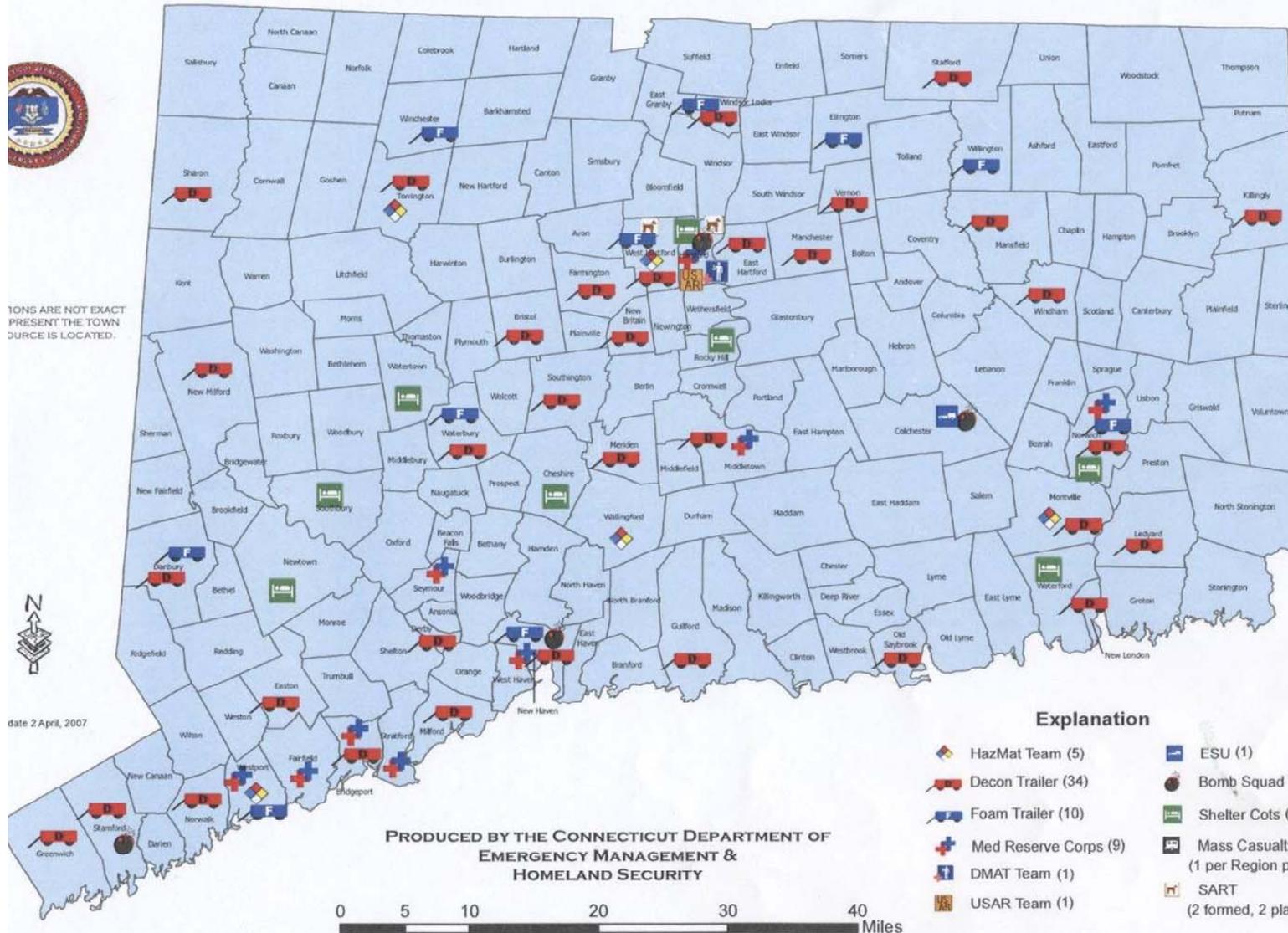
CONNECTICUT RESPONDER ASSETS BY TOWN



TOWNS ARE NOT EXACT
PRESENT THE TOWN
SOURCE IS LOCATED.



date 2 April, 2007



PRODUCED BY THE CONNECTICUT DEPARTMENT OF
EMERGENCY MANAGEMENT &
HOMELAND SECURITY

designated Rentschler Field in the Greater Hartford region to serve as a state staging area for receiving and coordinating deliveries.

Universally Accessible Shelters. Another DEMHS initiative has been to ensure that locally designated emergency shelters are accessible and able to accommodate the needs of people with disabilities and senior citizens. DEMHS is encouraging municipalities to consider the special needs of these populations in developing emergency preparedness plans. This may include additional physical and/or communication accessibility such as the use of assistive devices (e.g., wheelchairs, scooters) or use of personal care attendants or service animals.

Geospatial Information System (GIS). DEMHS, along with various other state agencies, is also involved in the development of a geospatial information system (GIS). GIS allows users to produce maps, models, and other data formats to support policy and decision-making. With a GIS, all agencies can share information through databases in one location. GIS provides a mechanism to centralize and visually display critical information during an emergency. A related project is the development and use of oblique imagery, which are aerial photographs (“fly-overs”) to produce high-resolution images of neighborhoods, landmarks, roads, and municipalities.

WebEOC. WebEOC is web-based, emergency operations center crisis information management software. WebEOC allows paper forms, reports, and whiteboards to be online for real-time information sharing.

Other initiatives. A subcommittee of the DEMHS coordinating council is working on a proposal for a statewide credentialing system to be used at a disaster or events involving multi-domain and multi-jurisdictional response. DEMHS is also examining the statewide generator needs in a catastrophic disaster. Local officials and hospitals have been asked to identify and assess emergency power generation in their facilities. This information will provide a database to the Army Corps of Engineers, the federal agency responsible for providing generators in a major disaster.

**APPENDICES
&
ACRONYMS**

Historical Background

Prior to September 11, 2001, Connecticut's primary coordinating agency for all natural and man-made disasters was the Office of Emergency Management (OEM). At this time, OEM was located within the Military Department and responsible for developing and executing the Governor's emergency response program.

OEM was also involved in the management of the Governor's Domestic Preparedness Senior Steering Council, which was chaired by the Military Department's Adjutant General. The council consisted of local, state and federal representatives who developed plans advising the governor on improvements to the state's ability to respond to all hazards. The council also provided guidance on the various federal initiatives funded by the Department of Justice.

Following the events of September 11, there were significant changes to the manner of administering preparedness plans and allocating funds. Efforts focused primarily on preparing for and responding to terrorist activity. There was an increase in the number of those involved in the decision-making process and heightened pressure on all levels of government to ensure public safety.

On the state level, the Governor and the legislature created the Connecticut Division of Homeland Security within the Department of Public Safety. The division's purpose was to identify, develop and implement strategic preventative and reactionary plans to major disasters. It also replaced OEM as the lead state agency for preparing and submitting critical threat assessments and security plans.

The director of the State Division of Homeland Security was named co-chair along with the State Adjutant General to the Steering Council. Several subgroups were formed to advise the administration on funding formulas and consult on areas such as interoperable communications and state-local relations.

In 2004, the General Assembly enacted Public Act 04-219 creating a new state agency, the Department of Emergency Management and Homeland Security (DEMHS), solely dedicated to the protection and security of Connecticut residents. By mid-summer of 2005, DEMHS was a fully staffed and self-operating agency.

The Steering Council was renamed and expanded into the DEMHS Coordinating Council with the DEMHS Commissioner as chair. The council was given broad oversight of DEMHS and provides guidance on issues such as the administration of federal funds, training and exercise, communications, and developing citizen involvement. The DEMHS Coordinating Council also approved the configuration of five emergency regions within Connecticut.

Appendix B

State Homeland Security Strategies

Listed below are the state homeland security strategy goals for Connecticut from 2001 through 2007. The asterisk (*) indicates which year(s) each goal was in place.

State Homeland Security Strategy Goals				
	2001	2003	2006	2007
1. Improve the abilities of local emergency responders and public safety personnel to identify and respond to a weapon of mass destruction (WMD) terrorism incident with priority to the nine identified "first priority jurisdictions" a) In 2003, WMD becomes a Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) incident and there is no reference to nine priority jurisdictions b) In 2006, CBRNE becomes all-hazards incident, manmade or natural	*	*	*	*
2. Improve the ability of existing regional HazMat teams to respond to a WMD incident	*			
3. Develop a mass decontamination capability with sufficient capacity to meet statewide needs	*			
4. Develop a comprehensive plan of community to community mutual aid for WMD incident response	*			
5. Improve the ability to conduct mass casualty operations and victim treatment associated with a WMD terrorism incident	*			
6. Improve the ability of state agencies to carry out their responsibilities when responding to a WMD incident	*			
7. Improve the ability to request, manage, and reimburse assets from the federal government supporting the response to a WMD incident	*			
8. Improve the ability to request, manage, and reimburse assets from other states supporting the response to a WMD incident	*			
9. Develop a comprehensive WMD response contingency plan a) In 2003, WMD becomes CBRNE incident response and contingency plan	*	*	*	*
10. Establish a coordinated state-level oversight for the execution of the Connecticut Domestic Preparedness strategy	*			

11. Determine the organizational and technical requirements necessary to establish a statewide communications system that would include an emergency notification as well as tactical and operational command and control capability a) In 2003, establish a statewide communications system to include a Homeland Security Advisory System (as well as tactical and operational command and control) b) In 2006, goal becomes enhance existing statewide communications system	*	*	*	*
12. Improve critical incident management and response through a standard statewide resource program a) In 2006, improve critical incident management and response through the use of the National Incident Management System (NIMS)		*	*	*
13. Maximize utilization of all available funding through coordinated leveraging, pooling, and disbursement of budgetary resources		*	*	*
14. Enhance public safety through hardening of critical infrastructure sectors		*	*	*
15. Develop the Homeland Security Education Center into a national center of excellence and model of best practice a) In 2006, goal becomes develop a self-sustaining training program for all-hazards preparedness		*	*	*
16. Enhance capabilities to conduct proactive interdictions and investigations to prevent and mitigate terrorism incidents		*	*	*
17. Establish a comprehensive CBRNE recovery plan a) In 2006, the recovery plan becomes all hazard		*	*	*
18. Engage the general public, educational systems and private sector in all hazard prevention, planning, response , and recovery			*	*

Appendix C

National Planning Scenarios

Listed below are the National Planning Scenarios. They describe the potential scope and magnitude of plausible major catastrophic events that require the coordination among various jurisdictions and levels of government. Guidance documents associated with the list provide detailed descriptions of attack scenarios, various planning considerations, and implications for a range of impacts such as fatalities, service disruptions, and economic impacts.

Scenario 1	Nuclear Detonation – 10-Kiloton Improvised Nuclear Device
Scenario 2	Biological Attack – Aerosol Anthrax
Scenario 3	Biological Disease Outbreak – Pandemic Influenza
Scenario 4	Biological Attack – Plague
Scenario 5	Chemical Attack – Blister Agent
Scenario 6	Chemical Attack – Toxic Industrial Chemicals
Scenario 7	Chemical Attack – Nerve Agent
Scenario 8	Chemical Attack – Chlorine Tank Explosion
Scenario 9	Natural Disaster – Major Earthquake
Scenario 10	Natural Disaster – Major Hurricane
Scenario 11	Radiological Attack – Radiological Dispersal Devices
Scenario 12	Explosives Attack – Bombing Using Improvised Explosive Devices
Scenario 13	Biological Attack – Food Contamination
Scenario 14	Biological Attack – Foreign Animal Disease (Foot and Mouth Disease)
Scenario 15	Cyber Attack
Source: DHS	

Appendix D

Target Capabilities List

Listed below are the 37 target capabilities. They are organized by the four mission areas of preparedness and the four capabilities that are common to all the mission areas.

Mission Area	Capability
Common	
	•Planning
	•Communications
	•Risk Management
	•Community Preparedness and Participation
Prevent Mission Area	
	•Information Gathering & Recognition of Indicators & Warnings
	•Intelligence Analysis and Production
	•Intelligence / Information Sharing and Dissemination
	•Law Enforcement Investigation and Operations
	•CBRNE Detection
Protect Mission Area	
	•Critical Infrastructure Protection (CIP)
	•Food & Agriculture Safety & Defense
	•Epidemiological Surveillance and Investigation
	•Public Health Laboratory Testing
Respond Mission Area	
	•Onsite Incident Management
	•Emergency Operations Center Management
	•Critical Resource Logistics and Distribution
	•Volunteer Management and Donations
	•Responder Safety and Health
	•Public Safety and Security Response
	•Animal Health Emergency Support
	•Environmental Health
	•Explosive Device Response Operations
	•Firefighting Operations/Support
	•WMD/HazMat Response and Decontamination
	•Citizen Protection: Evacuation and/or In-Place Protection
	•Isolation and Quarantine
	•Urban Search & Rescue
	•Emergency Public Information and Warning
	•Triage and Pre-Hospital Treatment
	•Medical Surge
	•Medical Supplies Management and Distribution
	•Mass Prophylaxis
	•Mass Care (Sheltering, Feeding, and Related Services)
	•Fatality Management
Recover Mission Area	
	•Structural Damage and Mitigation Assessment
	•Restoration of Lifelines
	•Economic & Community Recovery

Appendix E

Listing of DEMHS Related Exercises (August 2006 through August 2007)			
Date	Exercise	Location	Local/Regional/State
8/16/06	Tactical Interoperable Communication (TIC)- Tabletop	Norwalk	Regional
9/01/06	Hurricane	Statewide	State
9/10/06	HazMat	West Haven	Local
9/10/06	Regional HazMat	Wtby, Torrington	Regional
9/19/06	Public Information	EOC	State
9/23/06	Improvised Explosive Device (IED)-Full Scale	Stamford	Regional
10/14/06	Point of Distribution	Bethel	Regional
10/28/06	IED	Litchfield	Regional
10/28/06	Interoperable Comm. Techn. Assistance Plan - Full Scale	Norwalk	Regional
11/01/06	TIC/IED	Norwalk	Regional
11/02/06	High Band Radio	Statewide	State
11/05/06	Winter Storm	EOC	State
12/06/06	TIC - Full Scale	Norwalk	Regional
12/12/06	Ice Storm	EOC	State
1/03/07	High Band Radio	Statewide	State
1/16/07	Pandemic Flu	New Haven	Local
1/17/07	Pandemic Flu – Tabletop	Old Saybrook	Local
1/27/07	New Milford Shelter	New Milford	Local
2/09/07	HazMat	New Haven	Regional
2/10/07	Regional Radio Communications	Litchfield	Regional
2/28/07	COOP	Statewide	State
2/28/07	Regional Water Authority –Tabletop	New Haven	Regional
3/08/07	Flood	EOC	State
3/14/07	Housatonic Power Grid	Southbury	Regional
3/18/07	Flood	EOC	State
4/04/07	High Band Radio	Middletown	Regional
4/21/07	West Haven Shelter	West Haven	Local
4/21/07	Metro North TIC -Full Scale	Norwalk	Regional
4/30/07	Hurricane	Statewide	State
5/04/07	National Hurricane	EOC	State
5/05/07	Redding Shelter	Redding	Local
5/09/07	Infraguard Private Sector –Tabletop	Hartford	State
5/22/07	Millstone Rehearsal	Millstone	Regional
6/13/07	Central Naugatuck Valley Communications	Waterbury	Regional
6/19/07	Dark Storm National	New Jersey	DEMHS Staff
6/19/07	Midstate Medical	Meriden	Local
6/20/07	New Haven Hurricane	New Haven	Local
6/21/07	Millstone	Millstone	Regional

6/28/07	Pandemic Flu -Tabletop	Bridgeport	Regional
7/14/07	Equine Emergency	Old Lyme	State
7/18/07	Animal Shelter –Tabletop	Torrington	Regional
7/23/07	Avian Flu -Tabletop	Hartford	State
7/24/07	Pandemic Flu –Tabletop	Hartford	State
7/27/07	Middletown Pandemic Flu	Haddam	Regional
8/02/07	Pandemic Flu	Berlin	Regional
8/15/07	Pandemic Flu	Manchester	Regional
8/18/07	Host Community	UCONN	State
Source: DEMHS Training Unit			

Acronyms

List of Acronyms	
AFG	Assistance to Firefighters Grant
BZPP	Buffer Zone Protection Program
CBRNE	Chemical Biological Radiological Nuclear Explosive
CCP	Citizen Corps Program
CEO	Chief Elected Official
CERT	Community Emergency Response Team
CIPU	Critical Infrastructure Protection Unit
C-SPERN	Connecticut Statewide Police Emergency Radio Network
CTIC	Connecticut Intelligence Center
CTN	Connecticut Television Network
CTTU	Counter Terrorism Training Unit
DEMHS	Department of Emergency Management and Homeland Security
DHS	Department of Homeland Security
EMAC	Emergency Assistance Compact
EMHSCC	Emergency Management and Homeland Security Coordinating Council
EMI	Emergency Management Institute
EMPG	Emergency Management Performance Grant
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FIG	Field Intelligence Group
FLIC	Federal Liaison Intelligence Coordinator
GIS	Geospatial Information System
HSGP	Homeland Security Grant Program
HSPD	Homeland Security Presidential Directives
ICALL/ITAC	International Calling/Tactical
ICS	Incident Command System
ILOS	Intelligence Liaison Officers
IMAC	Intrastate Mutual Aid System
JAG	Justice Assistance Grant
JTTF	Joint Terrorism Task Force
KR	Key Resources
LDP	Local Distribution Point
LETTP	Law Enforcement Terrorism Prevention Program
MMRS	Metropolitan Medical Response Systems
NADB	National Asset Database

NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NPG	National Preparedness Goal
NRC	Nuclear Regulatory Commission
ODP	Office for Domestic Preparedness
OEM	Office of Emergency Management
OPM	Office of Policy and Management
PPE	Personal Protection Equipment
PSAP	Public Safety Answering Points
PSIC	Public Safety Interoperable Communications Grants
REP	Radiological Emergency Preparedness
REPT	Regional Emergency Planning Teams
RILOS	Regional Intelligence Liaison Officers
RPO	Regional Planning Organization
SHSP	State Homeland Security Program
SHSS	State Homeland Security Strategy
SLIC	State Liaison Intelligence Coordinator
SSC	Senior Steering Council
STOCS	Statewide Tactical On-scene Communications System
TCL	Target Capabilities List
TIC	Tactical Interoperable Communications
UASI	Urban Area Security Initiative
UHF	Ultra High Frequency
UTL	Universal Task List
VCC	Virtual Command Center
VHF	Very High Frequency
WMD	Weapons of Mass Destruction
WMDWG	Weapons of Mass Destruction Working Group
