

The Commonwealth of Massachusetts State Homeland Security Strategy

September 2007



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To the Citizens of the Commonwealth:

It is our privilege to present the Commonwealth's new State Homeland Security Strategy (SHSS). Nearly six years after the tragic events of September 11, 2001, and with a nation still recovering from Hurricane Katrina, this document represents an updated and refreshed strategic vision of homeland security for the Commonwealth. The SHSS provides a realistic picture of where we are now and outlines our future plans for sustaining state and local capacity to prevent, protect, respond to, and recover from any and all critical incidents. The SHSS is designed to provide an assessment of our progress and to guide us in advancing our goals. It is not intended to be a laundry list of all we hope to do, but to provide a framework of how we will do it.

The Massachusetts Emergency Management Agency, the Massachusetts State Police, the Department of Fire Services, the National Guard, the Department of Public Health, and other state agencies, working with local first responders and the regional homeland security councils, have made tremendous progress in our collective effort to protect this state. We thank them for their work, and their leadership, in this endeavor.

Our ultimate goal, building on years of experience, is to continue to treat terrorism as a serious threat while building a state-guided all-hazards approach to homeland security that addresses local emergency preparedness needs associated with any and all critical incidents, both natural and man-made. An all-hazards approach empowers multi-jurisdictional and cross-discipline coordination for what are, unfortunately, common incidents – torrential floods, powerful hurricanes, chemical explosions, burning restaurants or warehouses – as well as threats of terrorism. Our men and women in the National Guard are integrated into that planning, so that if a catastrophic incident were to occur, they will be able to serve at the state's direction. Their efforts and sacrifices – in homeland defense as well as in the wars abroad – deserve our sincere respect and gratitude.

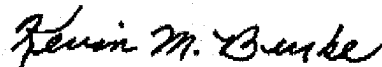
Our obligations, from the state's perspective, whether we are planning for response to a terrorism incident, detecting a potential influenza outbreak, managing a major fire, or preparing for a potential hurricane, are guided by three major goals: 1) to create a common operating picture among all homeland security and public safety

stakeholders; 2) to strengthen and expand partnerships across assets and capabilities; and 3) to focus efforts on private sector and public participation in prevention and preparedness.

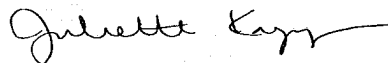
To succeed in this mission, in light of continuous reductions in federal homeland security grant funding, we must increase our focus on sustainability and evaluate our priorities. With the assistance of local, state, and federal agencies, the homeland security regions, the private sector, and the public, and with the support and advice of our legislature, we will continuously assess our strategy and emergency capacity in order to adapt to the changing homeland security climate in the state, the nation, and the world.

The SHSS not only emphasizes the state's obligations to its citizens, but also demonstrates what the public and private sector can contribute to preparedness efforts. September is Preparedness Month – a perfect opportunity to educate ourselves on what we as citizens of the Commonwealth can do to best prepare ourselves and our families for any emergency situation. We know that incidents can transpire which would test us as a society, a government, and as individuals. We are also well aware that homeland security dollars awarded to the states are declining. The Commonwealth's new preparedness campaign entitled "Help Us Help You: Security is in Your Hands Too" reflects a practical approach to that reality: by preparing yourself, and helping neighbors and friends, we can preserve limited public funds to support first responders and to assist communities that may need our help, in particular, individuals requiring specific assistance. The Massachusetts Emergency Management Agency has done tremendous work leading this agenda, and with partners from the Massachusetts Bay Transportation Authority to the Boy Scouts, we are getting the word out from Boston to the Berkshires.

In the end, the SHSS does not represent either optimistic platitudes or paralyzing fear. It provides a thematic blueprint for how the state should be thinking about the fundamental duty to protect its citizens. We are a community of equals – the diversity of opinions, backgrounds and religions are to be embraced in the security arena, as they are in all our efforts. Together, our ultimate goal is to sustain a safe, secure, and prepared Commonwealth without undermining that which makes this state, and the nation, so unique.



Kevin M. Burke
Secretary of Public Safety and Security



Juliette N. Kayyem
Undersecretary for Homeland Security

The Commonwealth of Massachusetts State Homeland Security Strategy: Executive Summary

The strategy outlined in this document, the Commonwealth of Massachusetts' State Homeland Security Strategy (SHSS), is the culmination of work convened by the Patrick-Murray Administration to assess honestly the activity that has been accomplished in homeland security efforts, and to provide a realistic program for the years to follow. The attacks of September 11, 2001 initiated a nationwide effort to rigorously prevent and protect ourselves from the next attack. The Commonwealth's mission for homeland security is to protect the state and its citizens from threats of terrorism and any other man-made disaster, while preserving our state's historic commitment to liberty, without which a sustainable homeland security strategy cannot succeed. Hurricane Katrina also reminded us that we cannot simply focus on purposeful attacks. Equally important, the Commonwealth recognizes that in a world of heightened security risks, and the ever present threat of natural disasters and accidents, prevention is only one piece of a comprehensive strategy to protect the state.

Consistent with these principles, the fundamental point is that the state is ultimately responsible for ensuring both effective prevention and effective response and recovery. Local and regional actors are vital components of the Commonwealth's overall homeland security strategy. But a true homeland security strategy for Massachusetts must recognize that a crisis, whether precipitated by terrorists or natural disasters, necessarily impacts the Commonwealth as a whole. Our new SHSS recognizes this reality and responsibility. It provides guidance where useful, flexibility where appropriate, and requirements where necessary, building a stronger state structure that is capable of driving and enforcing its strategic vision. It is premised on the judgment that symbolic measures do little to advance the state's ultimate obligation to promote safety and security. It therefore focuses on outlining strategies and systems that will ensure an integrated state, regional, and local structure for making the Commonwealth not only as capable as possible of preventing threats to the homeland, but also as prepared as possible in responding to and recovering from any incident that may occur.

This challenge is particularly important at the present moment. As the years have passed since the attacks of September 11, 2001, federal homeland security funding has declined substantially. The reduction in funding for state homeland security efforts is not unique to Massachusetts. In fact, the Commonwealth has fared comparatively well. But the decline in federal funding is a reality nonetheless. That makes it all the more important that the Commonwealth develop an approach to homeland security that is rigorous, sustainable, and true to our heritage. We must prioritize. We must plan. And we must coordinate.

Specifically, the SHSS outlines goals and objectives that contribute to prevention efforts across the Commonwealth, including a new focus on transit and port security. The intelligence aspect of prevention, in terms of securing critical infrastructure, maintaining resource databases, and all aspects of the Commonwealth Fusion Center, contributes to prevention by informing law enforcement and public safety officials about vulnerabilities

and capabilities gaps in the state. Once vulnerabilities are recognized, we can begin to find solutions to prevent incidents. As is evident in the following document, this Administration has made tremendous progress in furthering and sustaining this endeavor.

With respect to response, we have quite literally put planning above purchasing. In particular, the state has now launched a comprehensive review and recommendations study that will provide strategic guidance for interoperability projects throughout the state, and ensure consistency of spending so that weaknesses in regional and state radio systems are fixed. In addition, greater emphasis on tactical alerting systems, evacuation and sheltering capacities, continuity of operations plans, and national incident management system compliance will ensure that, in that moment of crises, homeland security efforts will produce immediate, and life protecting, effects.

Finally, as for recovery efforts, we know that individuals and businesses will turn to the state, as a whole, to get back to normal. This is not simply a public safety or emergency management function. Recognizing this, we have launched the Massachusetts Recovery Alliance that will convene all relevant parties to ensure that all efforts – from building inspections, to federal support, to workforce replacement – are properly integrated after a disaster.

In promoting our mission, the SHSS recognizes that as important as governmental action is, no homeland security strategy can succeed without the commitment and engagement of the residents themselves. Little is to be gained from promoting fear or panic. But much would be lost if the Commonwealth failed to provide practical mechanisms for ordinary residents to contribute to Massachusetts' overall plan of action. The Commonwealth is fortunate to have an unusually dedicated and expert set of officials at the relevant state and local levels who are charged with carrying out the homeland security mission. The state cannot fail them or its citizens. This strategy is designed to help ensure that it does not, by laying out clearly, and with vision, the principles and goals that will guide the Commonwealth in its homeland security efforts in years to come.

The Commonwealth of Massachusetts State Homeland Security Strategy

Vision and Focus

Our homeland security vision is to address the vulnerabilities of the Commonwealth by building an enhanced and sustainable capacity to prevent, protect, respond to, and recover from any and all critical incidents. This can only be accomplished by focusing on three important and new unifying goals: creating a common operating picture among all homeland security and public safety stakeholders, strengthening and expanding partnerships, and increasing private sector and public participation in prevention and preparedness. Specific state priorities and activities are categorized under one of these three goals, but many are applicable to more than one goal, thus creating a tightly woven strategic plan.

Purpose

The State Homeland Security Strategy (SHSS)¹ presents a strategic plan for enhancing statewide capacity to reduce the Commonwealth's homeland security and public safety vulnerabilities. The original SHSS, developed in 2003 and updated in 2004 and 2006, provided a basis for this process. Under this Administration, the Commonwealth's state homeland security apparatus has been evaluated and restructured to more effectively manage planning and implementation. New positions and renewed energy have proven effective in the pursuit of improving existing homeland security strategies, and have allowed the administration to follow new directions relevant to changing trends in the state, the nation, and the world. The work of all individuals and agencies in the Commonwealth reflects a unity of effort that is vital to prevention and preparedness.

Under this Administration, the Commonwealth continues to treat terrorism as a serious threat while building a state-guided all-hazards approach to homeland security in an effort to most effectively equip first responders and empower citizens to prepare for any and all critical incidents. This document reflects the progress and direction of homeland security and public safety efforts under the Patrick-Murray Administration. Since taking office in January 2007, Governor Patrick, Lieutenant Governor Murray and members of the Executive Office of Public Safety and Security (EOPSS) have worked diligently to develop a strategy in which policies and metrics are transparent to the public and instill confidence in the process. With this goal in mind, the SHSS utilizes measurable objectives to provide a realistic picture of the homeland security and public safety agenda. Specifically, this strategy serves as a template for progress towards further enhancing local, regional, and state capacity to prevent, protect, respond to, and recover from a critical incident. The SHSS also reflects a balance between state strategies and local ingenuity. Where the state needs to assert a greater role, it should, as is transparent in our recent efforts on port security, transportation and sheltering planning, and a statewide interoperability strategy. Local efforts, reflecting local needs and vulnerabilities, are also encouraged and supported.

¹ This document has been sent to the U.S. Department of Homeland Security to be federally designated as the State Homeland Security Strategy

Coordination and Effort

Upon taking office, Governor Patrick designated Kevin Burke as Secretary of EOPSS, and Juliette Kayyem as the Commonwealth's first Undersecretary for Homeland Security. As the State Administrative Agency, EOPSS coordinates statewide efforts to prevent, protect, respond to, and recover from the consequences of a critical incident in partnership with various disciplines of local, state, and federal government, as well as private sector entities. EOPSS is also responsible for guiding policy regarding homeland security initiatives throughout the Commonwealth; reviewing and approving regional plans submitted annually; evaluating homeland security activities; submitting grant applications, required programmatic/fiscal reports, and related documents to the U.S. Department of Homeland Security on behalf of the Commonwealth; establishing the regional councils' authority and responsibilities; developing by-laws and legal oversight for regional councils; and representing the regional councils regarding legal guidelines and questions. EOPSS also is the link to the federal security apparatus, including the Department of Homeland Security, the Department of Defense, and the Department of Justice.

Homeland security, of course, is not simply owned by EOPSS. EOPSS continues to convene and/or participate in numerous meetings across the state with law enforcement, fire service, emergency medical, emergency management, and public health agencies, as well as private sector entities, and regional and local officials, in an effort to coordinate priorities, solicit input for homeland security strategies, and strengthen partnerships. State level task forces/working groups have been enhanced or developed to address specific priority issues. Groups include: The Port Security Working Group, the Homeland Security Presidential Directive-8 (HSPD-8) Implementation Team (described below), the Interoperability Working Group, the Individuals Requiring Specific Assistance Task Force, the Geographic Information Systems (GIS) Working Group, and the Event and Traffic Planning Working Group. In addition, we continue to work with our federal partners on their efforts, such as the Joint Terrorist Task Force with the FBI, the Anti-Terrorism Task Force with the U.S. Attorney's Office, and the Maritime Security Working Group with the Coast Guard.

In addition, in an effort to comply with the National Preparedness Goal, as laid out in the Homeland Security Presidential Directive-8, the Commonwealth created the HSPD-8 Implementation Team. The team is comprised of senior level participants from EOPSS, Executive Office of Transportation, Executive Office of Health and Human Services, Massachusetts State Police, Massachusetts Emergency Management Agency, Massachusetts Human Resources Division, Massachusetts Information Technologies Division, Massachusetts Division of Capital and Assets Management, Department of Fire Services, Department of Public Health, and the Massachusetts National Guard. The HSPD-8 Implementation Team is charged with assessing the ability of the Commonwealth to respond to catastrophic events. Since its inception in 2006, the team has identified and ranked existing gaps in capacity and compiled them into a matrix that aids in establishing funding priorities and gives direction and focus to state and regional capability improvement plans.

Description of Jurisdiction

The Commonwealth of Massachusetts consists of 351 cities and towns, divided into fourteen counties, and five homeland security regions. It is approximately 8,257 square miles (of which 7,840 square miles is land area) with a population of 6,437,193². The majority of the population resides in the eastern third of the state, which is predominately comprised of shoreline and a relatively flat topography.

Description of Regions

The Commonwealth's SHSS is a state-guided, locally-driven effort. EOPSS has maintained and expanded the Commonwealth's Division of Homeland Security to be responsible for all homeland security grant funding as provided by the U.S. Department of Homeland Security. Liaisons from EOPSS Homeland Security Division provide guidance and oversight to each of five geographically designed regions - the Northeast, Southeast, Central, Western, and Metro Boston (UASI) - which were created to support strategic planning and operational coordination at the local level. Regional Planning Councils for each region are responsible for developing and guiding the implementation of regional homeland security plans described in this document. The Councils oversee all grant program expenditures for their region while complying with the financial and administrative requirements set forth by the Federal Office for Grants and Training and EOPSS. Five Regional Homeland Security Advisory Councils serve as the governance body (both policy-making and administrative) for each of the regions. The Advisory Councils work with EOPSS to carry out the strategic vision of the SHSS.

Substantial state and local collaboration and coordination have resulted from the working partnerships of the regions. In furtherance of SHSS activities, each region has individually dedicated homeland security resources to collaboration, planning, equipment, training, and evaluation. The following are highlights of some of the tremendous work that continues in and among the regions.

The Northeast Region has utilized homeland security funding to procure a variety of emergency supplies, coordinate first responder activities, and implement school safety mechanisms. Specifically, the Northeast Region has procured equipment which was utilized in the May 2006 flooding and the November 2006 chemical explosion in Danvers. Further, the Northeast's Advisory Council has held six large outreach events to introduce a variety of projects, issued several newsletters, created a website, established a point of contact system with each municipality in the region, and continues to hold regular forums in which first responders from all disciplines interact. The Northeast Region has also implemented a School Threat Assessment Response System (STARS) program that coordinates police, fire, and schools to prevent and respond to school-based violence and/or threats of violence.

The Southeast Region has made significant strides in improving interoperability and incident command training. Specifically, the Southeast Region is pursuing a base standard for equipment and capabilities for mobile communication platforms throughout

² US Census, 2006 population estimates

the region. Thus far, homeland security funds have provided for upgrades to two platforms in each county, the purchase of one new unit, and upgrades to three regional communication centers. The Norfolk County radio project, which includes enhancements to fire services and the Boston Area Police Emergency Radio Network, continues to progress through a joint effort. Additionally, the Southeast Region sponsored the Cape Cod Law Enforcement Council's incident command training, a program that uses a town simulation area to perform table top exercises.

The Central Region has expanded the capability of communities to recover from large scale incidents through the procurement and deployment of emergency equipment. For example, sheltering cots have been allocated to predetermined locations in the Central Region, housed in local fire departments, police departments, and other local entities, with the capacity to move resources to affected areas. Portable lighting and message board trailer units have been used to assist in recent hazard materials, water, general alarm fire, and ten alarm fire incidents. Portable barriers have also been purchased and distributed to communities to mitigate consequences of a critical incident.

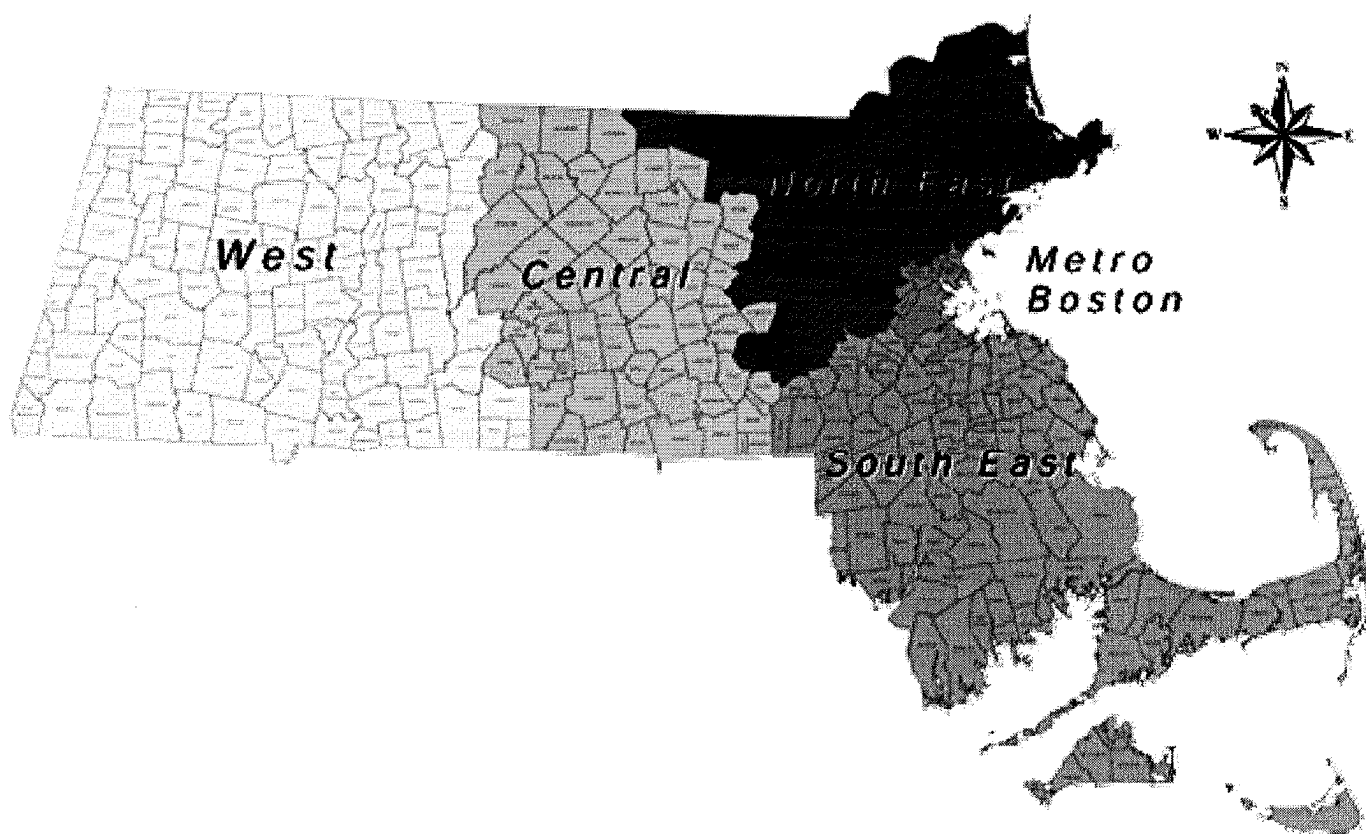
Major accomplishments of the Western Region include interoperability and information sharing projects. In December 2006, the Western Region celebrated the operational start-up of the new interoperable public safety radio communications system for Franklin County's emergency services. It also completed Phase I of the Hampden County Sheriff's Department regional information sharing project that allows law enforcement officials to query a shared database for inmate information. In March 2007, the Berkshire Law Enforcement Council completed Phase II of its regional information sharing project, which strives to enable all police departments in the region to interface collectively using Mobile Data Terminals. Phase II builds on a five town pilot project by incorporating an additional seven police departments.

The Metro Boston Homeland Security Region (MBHSR)³ has also made substantial progress in achieving homeland security goals and objectives. The MBHSR has improved intelligence and information sharing, as well as communications interoperability. The region has established a Boston Regional Intelligence Center (BRIC) to enhance MBHSR capabilities to gather, analyze, disseminate, and use information regarding threats, vulnerabilities, and consequences. The BRIC provides all regional law enforcement agencies with a forum for information sharing, and ensures systems are in place for intelligence communications among MBHSR communities, federal partners, state agencies, and private sector partners. The MBHSR has also invested in first responder interoperability, forming a Communications Interoperability Subcommittee (CIS). The CIS provided MBHSR agencies with baseline communications technology to support interoperability, developed a five-year interoperability strategic plan, and implemented a regional plan to allow first responders to share radio frequencies in a standardized manner. In addition, the Boston evacuation plan was produced in response to Hurricane Katrina, providing planning for a potential evacuation, with a focus on the particular needs of the city and its residents.

³ Also referred to as the Urban Area Security Initiative (UASI) region.

These efforts are an integral part of the Commonwealth's entire homeland security effort. The state works with the regions to ensure that their planning and activities are consistent with the state's priorities and federal requirements. What follows from here is, in our own assessment of where the state should be, an objective description of plans made and steps to be addressed for the most effective and sustainable security for the Commonwealth.

Figure 1: The Commonwealth's Five Homeland Security Regions



The Commonwealth of Massachusetts
State Homeland Security Strategy: Outline of Goals and Objectives

Goal #1: Create a Common Operating Picture among Homeland Security and Public Safety Stakeholders

Objective: Prevention through Risk Analysis

Objective: Interoperability Capacity

Objective: Mass Evacuation and Shelter

Objective: Resource Management Database

Objective: Tactical Alerting System

Objective: Chemical Facility Safety

Objective: Chemical, Biological, Radiological, Nuclear, and Explosive Incident and Fire Response Capabilities

Goal #2: Strengthen and Expand Partnerships for Prevention and Preparedness

Objective: Public Health Preparedness

Objective: Port Security

Objective: Commonwealth's Continuity of Operations/Continuity of Government Plans and Comprehensive Emergency Management Plans

Objective: National Incident Management System Compliance

Objective: Statewide Homeland Security Exercise Calendar

Objective: Geographic Information Systems Capabilities

Objective: Statewide Mutual Aid Agreement

Goal #3: Focus on Private Sector and Public Participation in Prevention and Preparedness

Objective: Recovery Capability

Objective: Personal Preparedness

Objective: Individuals Requiring Specific Assistance

Objective: Community Outreach Efforts

The Commonwealth of Massachusetts
State Homeland Security Strategy: Goals and Objectives

Goal #1: Create a Common Operating Picture among Homeland Security and Public Safety Stakeholders

Over the last few years, there has been tremendous activity and progress in the homeland security arena. Now, as we assess where we are, we must ensure that the state creates and reinforces a common operating picture to guarantee that there is consistency in operational systems. This includes an emphasis on planning and management; timely, factual, and consistent information collection and sharing; consistent standards and guidelines; efficient use of resources; and comprehensive lists of assets. Consistency in these functions allows stakeholders to work together (Goals 2 and 3) in a coordinated, efficient manner that prepares the Commonwealth for any critical incident.

Objective: Pursue effective prevention efforts through analysis of risks

An all hazards approach to homeland security requires a broad and deep understanding of the threats and vulnerabilities facing the citizens of the Commonwealth and its critical infrastructure. In order to effectively carry out their missions, public safety officials and policy makers need a comprehensive understanding of the vulnerabilities of assets, systems, networks, and functions that provide critical services to the people of the Commonwealth. This knowledge will drive public safety and public policy decisions regarding preventative and protective measures, as well as response activities to natural man-made incidents. Understanding risk is a dynamic process that is more than developing a list of doomsday scenarios, and efforts to understand risk can pay dividends in unexpected areas. The Minnesota bridge collapse this summer, for example was a reminder that a state's critical assets must be continuously assessed and reviewed to give necessary repairs or restructuring their due focus. The state must have a comprehensive way to understand risk by ranking what assets are in the state based upon their vulnerabilities, whether they are likely to be under threat, and how their destruction, through any means, would impact the state. The Commonwealth must be committed to providing a statewide, coordinated approach to the identification, prioritization, and protection of critical infrastructure and key resources and that information must be shared with important stakeholders and emergency response personnel.

Implementation:

- Enhance the Commonwealth Fusion Center's ability to collect, analyze and share information: In order to understand the strategic threats that face the Commonwealth and take the proper and appropriate protective measures, public safety and public policy officials need access to timely, accurate, and actionable intelligence and information. The Commonwealth Fusion Center is at the center of the state's efforts to receive, produce, and share intelligence assessments and reports with our local, state, and federal partners. To that end, the Fusion Center

has recently incorporated personnel and systems from the Federal Bureau of Investigation (FBI) and the U.S. Department of Homeland Security (DHS) to support the seamless exchange of information and intelligence regarding threats to the nation and the Commonwealth. These assessments and related products are regularly shared with key stakeholders for tactical support, situational awareness, and strategic planning purposes. This vital mission of the Fusion Center is conducted in a manner that reflects the values of the Commonwealth by ensuring that privacy and the first amendment rights are protected.

- Prioritize critical infrastructure protection: Among the Commonwealth Fusion Center's intelligence assessments and alerts agenda, a present primary focus is the recent adoption of the Automated Critical Asset Management System (ACAMS), a statewide inventory tool to categorize and prioritize critical infrastructure. The process of assessment includes leveraging existing state and local partnerships with public safety stakeholders and other subject matter experts to collect critical asset data by training and providing them access to ACAMS. These teams will bring together public safety professionals with other subject matter experts (e.g. structural engineers) to produce in-depth, robust vulnerability assessments of critical infrastructure and key resources. When joined with the ongoing assessment of potential threats conducted by the Commonwealth Fusion Center, a clearer assessment of risk in the Commonwealth will emerge. This thorough and inclusive assessment will provide all stakeholders the information they need to effectively support prevention efforts and will support existing priorities such as transportation and port security mentioned later in this strategy. The process of understanding our critical infrastructure, and how it should be ranked, can only be done with such a unified tool in partnership with subject matter experts.

Objective: Enhance Interoperability Capacity

Interoperability, the ability to communicate during an emergency or crises, is a priority in the Commonwealth's homeland security and public safety agenda. The Commonwealth is committed to enhancing critical information sharing between responders and other stakeholders and creating a comprehensive state and local solution. While homeland security funds to support interoperability have been spent by the regions and localities, the state now needs to ensure that future expenditures cross jurisdictional boundaries and are steered towards a common goal: to efficiently and effectively share a variety of information, including situational awareness, resource status, strategies and solutions, warnings, and alerts, in any format by integrated communications systems and methods. The state will ensure that the jurisdictional boundaries that govern in a home-rule state do not impede the safety and security of our citizens.

Implementation:

- Create a five-year interoperability plan: Central to the state's commitment to unify and guide planning is the development of a five-year interoperability plan that will plot the course and coordinate statewide public safety and public health efforts toward interoperability. We must produce plans to guide the purchases.

We must know now the weaknesses in regional and state radio systems to address single points of failure and to mitigate the potential for communications failure at critical infrastructure. That process began in June, 2007, when the State Interoperability Executive Committee (SIEC) developed the central components of a five-year plan, utilizing the U.S. DHS SAFECOM guidelines. The final draft of the SAFECOM plan will serve as a template for future interoperability projects throughout the state, provide a governance structure for the SIEC to guide public expenditures, and ensure consistency of spending and cross-regional functionality. In addition, the state has developed an interoperability website, providing the Commonwealth's interoperability leaders direct access to key interoperability documentation, events, and plans. The purpose of the website is to maintain a single place where planners and interoperability managers can access important information. The assessment teams have also met with critical infrastructure planners at the Commonwealth Fusion Center to ensure maximum focus at critical sites. The most important aspect of this process is not simply that it will result in a plan and governance structure, but that the process itself, in scores of working groups of disciplines and regions, from public works to colleges and universities to the private sector to neighboring states, provides a better grasp of what the interoperability landscape looks like. In that process, we have adopted a resource tool (the CASM database) that provides an inventory of communications assets in the state.

- Establish Massachusetts Bay Transportation Authority (MBTA) underground interoperability capacity: While statewide planning assesses local and state needs in terms of interoperability, we are advancing on a number of fronts to focus on high priority areas. The terrorist attacks in London and Spain were a lesson not only in terrorists' intentions, but also in the difficulties of managing a crisis on a mass transit system. MBTA, EOPSS, and the City of Boston (Mayor's Office of Emergency Preparedness) have signed a Memorandum of Understanding governing joint funding in support of enhancing emergency first responder communications in the MBTA tunnels. Through this partnership, we will work to identify ways to expand operable and interoperable radio communications within the underground transit system to ensure that, if something were to happen, our first responders could communicate quickly and efficiently.
- Improve statewide fire, emergency management, and situational awareness capability: The Department of Fire Services (DFS) is implementing recommendations of the 2005 Fire Chief's Association of Massachusetts Fire Mobilization Study. These recommendations assess the dominant needs of the fire chiefs in a crisis, and how best to coordinate their response efforts. The proposal includes phased level control centers, 15 district control centers of which 5-6 will serve as regional communication centers, with one central site operated by the state. The Commonwealth also supports the continued development of the Massachusetts Fire and Ambulance Travel Channel (FAMTRAC), a joint communication project of DFS, the Department of Public Health (DPH) and the Department of Conservation and Recreation that provides statewide, en route

communications for task forces and other special units. This system provides a low cost network allowing resources moving across the state to maintain communications with the state emergency operation center and on-scene commander for progress reporting, assignment, or contingency actions. Further development of the system includes the purchase and installation of FAMTRAC base, mobile, and portable radios.

Objective: Prepare the Commonwealth for Mass Evacuation and Shelter

The Commonwealth recognizes that regional evacuation and shelter planning are most effective when developed jointly. Effective evacuation planning must take into account traffic plans and the intended destinations of evacuating populations, and identify and establish an appropriate regional sheltering network among local municipalities, as well as state-operated, high-capacity regional shelters. Effective evacuation planning must also take into account the demographics of the populations, including those requiring specific assistance during times of emergency (such as persons with disabilities, those without cars, non-English speakers, or persons with unique medical circumstances). To date, there are numerous local and state plans. However, they can not each stand alone and succeed. We need to ensure that the plans are fully integrated, that the expectations of one jurisdiction merge with another, and that the state, through the Massachusetts Emergency Management Agency (MEMA), is able to understand and assist in those efforts. The state has also provided guidance to the homeland security councils to utilize in their regional and local evacuation and sheltering initiatives. This overall state and local effort has three interrelated parts – traffic plans, sheltering capacity assessments, and focus on individuals requiring specific assistance.

Implementation:

- Coordinate Boston's evacuation plan with state assets: At the outset, the evacuation of any major city is a complicated and difficult enterprise. We enjoy the benefits of working and living in cities, but the consequence is high density movement. We also know that, completely outside the security arena, our transportation infrastructure is in need of resources. Any evacuation will depend on whether we have notice of an event; in that case, say a hurricane coming up the Eastern seaboard towards the city (an unlikely occurrence), our primary advice will be for people to stay out of the city. In the event of a no-notice attack, for example, our assets will be tested, and part of our planning must include the likelihood that people will get out of harm's way, or home, by foot. After Hurricane Katrina, Boston took the lead in evaluating its own evacuation planning, ensuring that traffic coordination, the needs of individuals requiring specific assistance, pets, and sheltering capacity were considered. The state must now understand, and respond appropriately, to what would occur if Boston were to evacuate, mainly that our major population hub would utilize state and local transportation assets to get home or to get to a shelter. Working through the Massachusetts Mobility Compact, signed by Executive Order (No. 488) on July 17, 2007, which centralized transportation agency coordination, the

Massachusetts State Police (MSP) have been tasked to provide a comprehensive traffic overview of what the state should expect during an evacuation. That analysis will provide the foundation for detailed local and state planning on a truly integrated and successful evacuation plan.

- Update the Cape Cod Emergency Traffic Plan (CCETP): One of the most likely places to face a notice event, such as a hurricane, is the Cape. Given that likelihood, the CCETP was recently updated as a collaborative effort among MEMA, MSP, National Guard, Army Corp of Engineers, American Red Cross, Barnstable County Regional Emergency Planning Committee, DPH, and others. The current version of the plan includes a new traffic flyover and establishes multiple traffic control points to move traffic off Cape Cod in the event of a pending hurricane or other severe storm.
- Identify capacity for state/regional shelters: Each jurisdiction has some sheltering capacity (see below). The state, however, may need to expand on those efforts, and may need to open state assets if large numbers of our population require it. The Massachusetts Military Reservation is now serving as a pilot location for a high capacity regional shelter. The plan is for this facility to accommodate up to 5,000 people for up to 30 days. This shelter is also currently designated as a regional shelter under the newly updated CCETP. Two more state sheltering facilities will be designated in other regions of the state. As these regional shelters are identified, operational plans will guide their proper use.
- Standardize local sheltering capacity: MEMA presently directs an inter-agency working group that has been tasked to enhance local emergency sheltering capacity and to develop an inventory of sheltering assets that could be used for a range of potential medical/surge events, such as a nursing home or hospital evacuation, an Influenza Specialty Care unit, or a mass prophylaxis site. In addition, through mutual aid or agreement, jurisdictions will utilize neighboring facilities to relieve the burden on their shelters. In this regard, the public health capacity is integral to effective management and operations in any emergency.
- Address the needs of individuals requiring specific assistance: As described below, a variety of state agencies work with MEMA on a new Individuals Requiring Specific Assistance Task Force. Any evacuation and sheltering planning, by the state or an individual jurisdiction, must take into account the specific assistance needs of its population, whether it be a nursing facility, a large immigrant community, or specific individuals who would need state assistance. The workgroups of this Task Force are focused on evacuation and emergency sheltering capacity, as well as communication to those communities or individuals.

Objective: Implement a Resource Management Database

Since September 11, 2001, individual jurisdictions have maximized their resources, purchases, and necessary response gear. From the state's perspective,

our role in this arena is to be able to assess, for the jurisdictions, what is out there that they can utilize and share if necessary. For example, in any major recovery effort, building cranes will be required to restore sites. A database that could easily be accessed to determine where cranes are in the state would speed recovery and maximize efficiency. To date, however, the state simply has not had that capacity.

Implementation:

- Secure database for sharing of assets to maximize expenditures: In an environment of declining resources, where shared capacity may often be the best solution, the Commonwealth is embarking on a rigorous effort to secure a single statewide database to track and inventory resources. This will provide emergency management and first responders the ability to identify and access needed resources (including specialized human resources) in an emergency. The Resource Management Steering Committee (RMSSC) is a committee of subject matter experts who have provided guidance on what such a database should look like, and what it should provide. The homeland security regions are represented, and have supported this statewide effort by providing their resource lists to the state. The request for a contract is now public, and MEMA will begin the process of data collection for input.

Objective: Establish a Tactical Alerting System

In the event of an emergency or critical incident, first responders, government officials, and other public safety professionals need to receive timely, factual, and consistent information in order to effectively coordinate resources and respond to an incident. That cannot be done accurately, and sometimes even technically, during a major crisis by mere cell phones. We need to adopt a system that can send timely information to the relevant stakeholders either to alert them to an event or to seek information. To date, the state has not had such a unified system. This task will be undertaken in connection with our increased efforts to adapt to the routine use of the statewide WEB-EOC as a continuous monitoring and reporting system for all major disciplines.

Implementation:

- Establish a statewide alerting system: EOPSS, the Executive Office of Health and Human Services (EOHHS), and DPH are now working to expand functionality and usage of the Health and Homeland Alert Network (HHAN), an internet-based alerting system that can send text and text-to-voice messages to computers, cell phones, Blackberries, etc. A committee comprised of members from the EOHHS, EOPSS, DPH, and the Commonwealth Fusion Center discusses protocols and policies to expand the HHAN into a statewide alerting system so that our agencies are not utilizing their own stand-alone protocols. Once the mechanisms for use and access are established, a statewide rollout of the HHAN is planned for all public safety, public health, and emergency management agencies in the Commonwealth.

Objective: Enhance Chemical Facility Safety

There are literally thousands of chemical facilities in the state. With little federal regulation governing their safety and security, the Commonwealth must now commit itself to providing a statewide, coordinated approach to the identification, prioritization, and protection of these key resources. The explosion in Danvers in November 2006 highlighted the need to take a comprehensive approach to chemical site safety and security in order to prevent similar incidents. The Commonwealth has adopted a multi-disciplinary approach that leverages local and state assets, as well as identifies and applies federal funding and resources.

Implementation:

- Identify and inspect smaller chemical facilities: DFS and the Department of Environmental Protection (DEP) have implemented a joint chemical safety inspection program to improve the safety of storage, handling, processing, and transportation of dangerous chemicals at all commercial facilities. In order to catalog locations, DFS and DEP will determine the number of facilities that meet certain threshold levels and that may present certain hazards to communities. Safety inspections of these facilities have begun and will continue as new facilities are identified.
- Review and approve emergency response plans: While the identification and protection of these facilities is critical, the state also continues to ensure that facility reports are continuously provided to MEMA, which warehouses reports for facilities that store predetermined quantities of certain hazardous materials. MEMA chairs the State Emergency Response Commission that assesses the viability of any chemical incident response plan.

Objective: Sustain CBRNE Incident and Fire Response Capabilities

An all hazards approach to homeland security and public safety requires a comprehensive approach to Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) incidents, fire, and other disasters. The Commonwealth's DFS hazardous materials (hazmat) response system, comprised of six teams of forty-five technicians with two to three detection and decontamination vehicles per team, is equipped to provide state level CBRNE response and regional planning capacity. The DFS Fire Mobilization Plan has the capacity to mobilize over 200 ambulances anywhere in the state to respond to fire and other disasters. The Commonwealth currently has 92 operational mass decontamination units. This work is a tremendous asset to the state, and a model to other jurisdictions. Now we are focusing on enhancing that capability.

Implementation:

- Improve response time: Prior to September 11, 2001, the goal of DFS was "on-scene and operational in one hour". With increased CBRNE threats, DFS will target operations in order to improve response time to 30 minutes in densely populated areas. Rapid response units will be implemented in Cape Cod and Cape Ann in 2007, with another planned to be operational on the South Shore

next year. DFS will assess the potential benefits of employing additional rapid response units throughout the state.

- Assess and coordinate state and local capacity: Close collaboration, research, and development continues between DFS hazmat and the DPH bio-terrorism laboratory to improve early warning, detection, and response to real and suspected bio-terrorism incidents. Because of targeted homeland security funding, DFS has also provided extensive training to first responders, and supports local fire services through the acquisition of equipment and training. Coordinated efforts will serve to maintain the state's ability to respond to multiple CBRNE/hazmat situations simultaneously, including sustaining the present mass decontamination capability.

Goal #2: Strengthen and Expand Partnerships for Prevention and Preparedness

An all-hazards approach to emergency preparedness requires a comprehensive and collaborative plan that is inclusive of all disciplines and works towards establishing cohesion among stakeholders. Strengthening and expanding partnerships focuses on increasing coordination between government entities, including entities that are not considered traditional public safety agencies. Unless we can merge security with other important efforts and maximize dual-use capacity, our security will be captive to the ebb and flow of funding cycles. Objectives under this goal seek to create a comprehensive set of partners; bring different perspectives, skills, and strengths to the table; increase compliance with state and federal regulations; and minimize duplication of effort – all of which contribute to creating and sustaining a comprehensive strategy for prevention and emergency preparedness in the Commonwealth.

Objective: Integrate Public Health Preparedness into Homeland Security Efforts

Protecting public health is an integral part of an all hazards approach to homeland security, whether it be detecting a naturally occurring or man-made public health threat, or protecting our first responders during a potential chemical, radiological, or biological incident. One scenario that has gained significant public attention lately is that of pandemic flu, a new influenza virus which people have no immunity to, spreading as easily as normal seasonal influenza. A pandemic flu outbreak represents not only a significant public health challenge, but also a challenge to state and local governments whose job it would be to provide essential services ensuring that such an outbreak can be mitigated and the effected individuals can be cared for in an environment where many first responders and healthcare workers may be sick themselves. Preparing for such a threat involves a spectrum of organizations including public health agencies, emergency management, law enforcement, emergency medical services, hospitals, and political leadership amongst others. With this in mind, pandemic flu preparedness has been fully integrated into the Commonwealth's homeland security planning and represents a deep and coordinated approach between public health and public safety agencies.

Implementation:

- Coordinate pandemic flu and public safety efforts: In addition to vaccines and ventilators, pandemic flu preparedness requires public communication and public safety coordination. To provide multi-agency, multi-jurisdictional planning, several statewide committees meet on a regular basis to coordinate and unify efforts across various funding streams as well as to develop comprehensive guidance for public health and public safety responders. To maximize our ability to respond quickly to an emerging pandemic, DPH and the public safety community have formalized their efforts in a variety of such mechanisms, from interoperability to homeland security spending to training and exercises. This proactive approach aims to coordinate disciplines that are very admittedly distinct, but this coordination is our optimal approach to any threat.

- Train and equip first responders and healthcare providers to address extreme incidents, including Bioterrorism: DPH has worked to ensure that hospitals are provided adequate personal protection equipment (PPE) to protect current and additional health care personnel during a chemical, biological, radiological, or nuclear incident. In addition to the inventory of PPE located at the hospitals, DPH has purchased and regionally deployed 12 mass casualty incident trailers. The trailers are mobile and strategically housed in every region, allowing for rapid deployment to anywhere in the state. DPH and DFS have also partnered to give decontamination-related training at the DFS Training Academy. In addition, the City of Boston, in collaboration with other local, state, and federal officials, has been working on the development of comprehensive plans to rapidly distribute emergency antibiotics to residents in the event of a bioterrorism incident in the City. The foundation of the Boston plan is the staffing and operation of large dispensing clinics, located in schools and community centers all over the city, where residents would be able to pick up medications for themselves and their families.

Objective: Enhance Port Security

The Commonwealth recognizes that being a state with many port cities and towns increases its vulnerability to certain critical incidents. However, we are also a state where an open port and open access to the seas provides both economic and recreational benefits. This requires additional homeland security and public safety efforts to prevent, protect, respond to, and recover from related incidents. In this sense, no single jurisdiction can do it alone: Massport, the Coast Guard, surrounding cities, and the state are all integral players.

Implementation:

- Establish a Port Security Working Group (PSWG): The federal government has focused its resources on port security, and the state has benefited from this, increasing its federal security grants over 2000% this year alone. But money is not always the solution. All the appropriate players needed a vision for a regional approach to port safety, and the state's establishment of a PSWG provides it. This group, first convened in April 2007, is comprised of Massport, EOPSS, the Mayor's Office, U.S. Coast Guard, U.S. DHS, the Governor's Seaport Advisory Council, private sector entities, and municipalities that meet to address vulnerabilities and provide a unified approach to addressing optimal prevention and response efforts as they relate to port security. A PSWG charter was produced that delineates the purpose, objectives, and strategies of the PSWG. In August, 2007, the state was named as the fiduciary for all port grants, thereby giving the Commonwealth the ability to guide and review a strategic vision of our vulnerabilities, focusing on prevention and response capabilities.
- Evaluate and respond to Liquefied Natural Gas (LNG) security risks: The security aspects surrounding a LNG tanker arriving in Everett are incredibly robust, utilizing local, state, federal, and private assets in a complicated series of moves

and procedures to ensure that a tanker arrives safely and securely. Once at the dock, private industry works with local first responders to ensure there are no vulnerabilities. Every few days, it happens again, a closed loop from Trinidad to Boston, supplying energy to major power plants and pipelines. With alternative off-shore facilities becoming active for the state's use, and with the increasing need for alternative energy sources, the placement of any LNG facility must take into account the impact it will have on surrounding jurisdictions. It is for this reason that we continue to work with affected localities and the state of Rhode Island to oppose the proposed LNG terminal in Fall River. The Commonwealth opposes the proposed terminal based on the potential dangers associated with the storage and transfer of LNG and the U.S. Coast Guard report that expresses safety concerns regarding the transfer of LNG through the proposed waterway.

Objective: Revise the Commonwealth's COOP/COG and CEMP projects

Effective preparedness planning requires the identification of functions that must be performed during an emergency and the assignment of responsibility for developing and implementing plans for performing those functions. The security and well-being of the people of the Commonwealth depends on our ability to ensure continuity of operations in government, business, and the community. Continuity of Operations/Continuity of Government Plans (COOP/COG) are critical components of the Commonwealth's response and recovery following a disaster or critical incident. Additionally, each municipality in the Commonwealth has a local emergency management director who maintains a comprehensive emergency management plan (CEMP) for his or her municipality. The creation of those plans is simply not enough. Maintaining these plans on a secure database creates the capacity for agencies and secretariats to easily alter and update their planning and for the state to assess and compare planning functions. This increases the value of the information and coordinates efforts.

Implementation:

- Modernize COOP/COG and CEMP planning for the Commonwealth: To effectively plan continuity projects, we must ensure that they are maintained on a secure database with easy accessibility and input. In September 2007, an Executive Order was issued rescinding a previous Order on COOP/COG and mandating the preparation, review, update, and electronic management of COOP/COG plans within the Commonwealth. This will be done by launching a joint effort between EOPSS and the Information Technology Division so that agencies can more readily access information and make appropriate changes. A secure online source will allow greater access, ensure security and sustainability, and encourage more active participation and review by secretariats, agencies, and municipalities. We will also designate critical government entities, including the governor's office, that will be subject to tabletop exercises so that every person expected to have a role in an emergency knows what that role is and how to perform it. Only in this way can we quickly respond to an incident, and ultimately recover. In addition, we will distill, for the secretariats, their own COOP/COG planning, so that focused summaries can be shared with employees

for easier reference. MEMA is also updating a similar database for CEMPs submitted by municipalities, known as the eCEMP. By having all emergency management plans accessible by computer at the state's emergency operating center, we can quickly provide situational awareness, asset management, and sheltering capacity to any and all jurisdictions.

Objective: Strengthen Capability through State and Local NIMS Compliance

The Commonwealth recognizes the integral role local first responders play in overall preparedness and response. In order to enhance preparedness, the Commonwealth has dedicated time and resources towards adopting the National Incident Management System (NIMS), which contains standardized terminology, unified command structure, consolidated action plans, uniform personnel qualification standards, uniform standards for planning and training, and comprehensive resource management⁴. The Incident Command System (ICS) is a component of NIMS. ICS is the only way to have a system that works in a crisis, so that every person knows his or her reporting structure and duties. ICS ensures that every subject matter expert – from the fire chief to the public information officer – has a defined set of objectives. It is a template for response, and it has proven effective again and again.

Implementation:

- Adopt statewide protocols and compliance: Building on previous work, and taking into account guidance provided by the Federal Emergency Management Agency, the state has adopted the National Incident Management System Capability Assessment Support Tool (NIMSCAST) to better assess our strengths and weaknesses. The state has played an integral role in this unifying effort, mostly through the establishment of a NIMS Advisory Group (NAG). The NAG has coordinated local and state efforts towards NIMS compliance by helping first responders throughout the Commonwealth incorporate NIMS into their disciplines. In March 2007, guidance for compliance was provided to the regions, and an ICS training flowchart has also been developed as a guide for first responders, municipalities, and the homeland security councils to assist in determining the appropriate level of ICS training.
- Develop core discipline Incident Management Teams (IMTs): While every jurisdiction will be implementing NIMS, the maturation of the NIMS process has led many states to begin to adopt IMTs that would be trained to assist jurisdictions in the response to emergency incidents when the responding jurisdiction has expended its incident management capacity in the response.

Objective: Generate a Statewide Homeland Security Exercise Calendar

Any plan is only as good as it is practiced. That is why, within the first responder community, there is tremendous focus and activity in exercises, playing out a scenario, and learning from mistakes. These exercises are only as good as the people and roles that attend; without all of the right players, including those who

⁴ Language from Executive Order NO. 469

would have a role in a real emergency, the lessons learned will be limited. To date, the state has had no capacity to know the exercise efforts of all the disparate agencies and localities.

Implementation:

- Develop and maintain a statewide exercise calendar: As there is a great deal of local, state, and federal activity pertaining to homeland security/emergency preparedness exercises occurring within the Commonwealth, the state has created and developed a Statewide Exercise Calendar, to be maintained by MEMA. The calendar will list all local, state, and federal homeland security/emergency preparedness related exercises occurring in the Commonwealth. The purpose of this calendar is to ensure consistent statewide communication and coordination of all such exercises and to ensure that the right actors are present at the right exercises. A memo was sent to agencies/authorities in July 2007 requesting that they identify to MEMA an exercise point of contact within their agency. Contacts were requested to notify the MEMA Exercise Coordinator by the 20th of each month of any exercises being conducted or funded in the Commonwealth by their agency/authority in the coming month. This calendar will be available to all local, state, and federal partners, and will be updated on a monthly basis. The first calendar is projected to be posted on MEMA's website in September 2007.

Objective: Enhance Geographic Information Systems (GIS) Capabilities

In support of the all-hazards approach to homeland security and other efforts, the state needs the capacity to quickly and accurately visualize patterns of activity, map locations, model potential hazards, and put emergency situations into a geospatial context. In the event of a major hurricane, GIS would be essential in identifying emergency traffic routes, locating areas likely to suffer the greatest impact, identifying critical infrastructure in impacted areas, and organizing and prioritizing recovery efforts. GIS has proven to be an effective and efficient tool in supporting all of these homeland security and public safety efforts. GIS has also proven invaluable in planning efforts and resource allocation in support of transportation planning, public safety efforts, environmental assessments, and other uses by all agencies of the Commonwealth.

Implementation:

- Adopt and share GIS capabilities: This year, EOPSS and the Executive Office of Transportation and Public Works coordinated and collaborated on obtaining updated statewide digital imagery to support GIS across the Commonwealth. That imagery will be maintained on a secure database to ensure that all files are available to relevant state and municipal employees. In addition, to more cohesively reflect the GIS needs of the homeland security and public safety community, EOPSS has established a GIS working group to develop and implement a coordinated approach toward MASS GIS strategic objectives.

Objective: Develop a Statewide Mutual Aid Agreement

As Hurricane Katrina demonstrated, emergencies and critical events can quickly overwhelm the resources of a city or town. No single level of government can be expected to provide all the resources for all types of emergencies and events. The Commonwealth should follow other states in adopting a statewide mutual aid agreement, one that will allow cities and towns to seamlessly share resources during times of emergency without superseding previous agreements and arrangements that exist in regions or disciplines. Most notably, fire services have a long history with this endeavor. Indeed, DFS has already begun a more specific CBRNE-Improvised Explosive Device (IED) multi-state mutual aid consortium with New York and other New England states. A primary legislative agenda for homeland security, with the advice and input of the legislature which has traditionally been supportive, must provide a mutual aid legal architecture for the entire state. Without that, emergency responders who cross jurisdictional lines encounter serious legal questions, from worker's compensation to access to the scene, which could impede their functions in a crisis.

Implementation:

- Create a unified process for the development of mutual aid: A state and regional agency collaboration has been formed to collectively develop a statewide mutual aid system that is consistent with NIMS requirements. Numerous agencies have now been brought to the table, together, to provide input on a plan that will require their eventual support if it is to become law. The Commonwealth will address liability, reimbursement, compensation, and licensing issues while creating authority for towns to enter into individual agreements. This is the beginning of a process, but one that will ultimately succeed because of statewide endorsement. Many of the objectives that require coordination, and many of the real life incidents that will demand sharing of resources and assets, ought not to be threatened because of concerns over legal authorization.

Goal #3: Focus on Private Sector and Public Participation in Prevention and Preparedness

Private sector and public participation in prevention and emergency preparedness increases multi-disciplinary collaboration, forging partnerships that work toward sustaining efforts despite decreasing homeland security funding. For years, public/private coordination has focused on emergency management and communication integration, and those efforts continue. In addition, as public resources decline, the state will seek support from private industry in security efforts, whether it be to assist the state or to use private resources to protect from very dangerous activities, such as in the nuclear or biological arena. For the most part, private industry has taken its role seriously. The state continues to work with them in these efforts. In light of the April 2007 tragedy at Virginia Tech, state and local emergency managers have also worked with local colleges and universities to assist in planning and communication. This goal ultimately supports prevention efforts, emergency preparedness planning, education, awareness, and partnership building by engaging and empowering private sector entities and the public to participate in state and local efforts. If more people are educated and involved, we are better prepared through increased resources, improved response and recovery capabilities, and understanding of specific needs and concerns. This goal is also reflected in our preparedness month theme – HELP US HELP YOU: Security is in Your Hands Too.

Objective: Enhance Recovery Capability

As is apparent in New Orleans, recovery efforts can be difficult and slow. After the recent fires in Uxbridge, we know that only through a united effort can we begin the process of healing, working, rebuilding, and securing important funds. We can not wait for another catastrophe to begin a process of understanding what the state's obligation will be in recovery operations, and how we would seamlessly move from immediate response to long-term recovery. Citizens and businesses will look to the state to get them back up and running, and the state has an obligation to ensure it has thought through this process. While recovery is not owned by any one entity, the state can provide the forum for the relevant government, private, non-governmental, and federal players to organize a strategic vision for what that process will look like.

Implementation:

- Establish the Massachusetts Recovery Alliance (MRA): This month, under the leadership of the Lieutenant Governor and directed by the MEMA Disaster Recovery Manager, the state will convene state agencies, federal agencies, non-governmental agencies, and private sector entities with recovery phase responsibilities. The MRA provides a coordinated effort to meet the needs of a disaster at any level. The goal of this recovery group is to assist individuals, families, businesses, and communities in post-disaster recovery efforts by establishing a framework that will increase pre- and post disaster information sharing, collaboration, and effectiveness to better ensure that needs are being met. The MRA will be made up of three subcommittees, each with a role in

recovery efforts: Community Planning and Recovery, Economic Recovery, and Housing and Human Needs Recovery. It will provide a unified forum to establish mechanisms for transition from immediate response to recovery. It will also leverage all state assets to ensure that federal support and relief is maximized.

Objective: Enhance Personal Preparedness

In communities that suffer frequent hurricanes or earthquakes, personal preparedness is an ever-present part of daily life. In Washington State, for example, most earthquake injuries are caused by people getting out of bed and stepping barefoot on glass, so their preparedness efforts focus on informing citizens about the importance of having shoes accessible in the bedroom. It is, sometimes, as simple as that. As citizens, we have not taken personal preparedness seriously enough, either because we have been paralyzed by fear, or because the effort to do so seems beyond our individual abilities or solely in the hands of the government. It is the Commonwealth's goal to overcome these misconceptions and make personal preparedness understandable, accessible, and achievable.

Implementation:

- Launch Help Us Help You Campaign: September, traditionally designated as national preparedness month, presents the Commonwealth with an opportunity to emphasize the importance of personal preparedness and to dispense the information individuals will need to sufficiently prepare themselves and their families for an emergency. EOPSS has chosen the theme "Help Us Help You: Security is in Your Hands Too" for Preparedness Month and for future homeland security and public safety efforts. EOPSS is planning a wide variety of events for September, all of which will reinforce the idea that doing a little advance preparation on an individual level will help the government help you in a time of emergency. In order to present information on how to prepare for an emergency, EOPSS has created brochures, established a personal preparedness website (www.mass.gov/helpushelpyou), and advertised through the media and on public transportation (courtesy of the MBTA). The Boy Scouts have joined in the effort and are delivering preparedness brochures across the Commonwealth. In addition, MEMA has coordinated the activities of state agencies, ten localities, and the private sector.

Objective: Address the Needs of Individuals Requiring Specific Assistance

After Hurricane Katrina, it became obvious that localities and the state had an obligation to ensure that attention and planning was focused on those who would need specific assistance in the event of an emergency. And while much of the discussion in this SHSS has reflected our state planning strategies, no strategy can be complete without a plan for how we would identify and assist individuals who need specific assistance, whether for a hurricane, fire, or an attack.

Implementation:

- Create a Statewide Individuals Requiring Specific Assistance Task Force on Emergency Preparedness: EOPSS, MEMA, the Massachusetts Office on Disability (MOD), the Massachusetts Department of Mental Retardation, DPH, the Executive Office of Elder Affairs, and the UMASS Shriver Center have been working to address the unique preparedness needs of individuals requiring specific assistance during times of emergency. This includes, but is not limited to, the elderly/those in nursing homes, persons with disabilities, children, and those in refugee/immigrant and multicultural communities. The intention is to enhance emergency preparedness planning for people with specific and/or functional needs and to include them in the planning process as well as exercises and drills. To be inclusive, membership of the task force also includes representatives from disability, elder, refugee, and immigrant communities, as well as state/local government and non-profit organizations. Workgroups are established in specific areas including personal preparedness, “specific assistance” registries, evacuation, emergency sheltering, and communications. Workgroups have been tasked with making recommendations to senior state and local officials regarding emergency planning in these areas by the end of 2007.
- Increase the MOD’s role in preparedness efforts: Public safety entities are not experts in the needs of the disabled, and they must turn to subject matter experts for advice and counsel. To merge these two distinct fields, the MOD, with homeland security funding support, will convene ten regional meetings for Emergency Management Directors, local disability coordinators, and other first responders in order to assess planning efforts and make recommendations for change. MOD will also create and disseminate educational materials related to emergency management, along with personal disaster kits, to individuals requiring specific assistance.

Objective: Continue Community Outreach Efforts

Similar to efforts to incorporate individuals that require specific assistance into emergency planning, the Commonwealth aims to reach citizens that may not ordinarily be involved with homeland security and public safety issues. In order to change the pattern of exclusion, outreach efforts have been employed to engage and empower isolated groups. The security apparatus of the state ought not to be used in ways that would, in the end, isolate the very communities that are so integral to our safety and security. Indeed, it is because of integration and a chance to participate in the values of America that has allowed so many diverse communities to succeed and to reject notions of radicalism.

Implementation:

- Engage and empower immigrant populations: Due in large part to September 11, 2001, distinct issues arise between populations in the Muslim, Arab, and Sikh communities and local, state, and federal law enforcement officials. Whether it be concerns about surveillance, immigration, or privacy, each of these populations

have distinct concerns to express. A forum, called BRIDGES, provides an outlet for communication between these distinct communities. In many cities across America, having such relationships has proven essential in bringing local perspective to emerging events. To that end, the BRIDGES program has a quick emergency notification system to allow for easy access between members in the event of an emergency. EOPSS and other state agency leaders are members of BRIDGES and attend regular meetings.

- Involvement in the National Incident Management Team (NIMT): Were another terrorist incident to occur by extremists claiming Islamic affiliations, the impact on the Islamic community would be dramatic. The state will continue to uphold its constitutional and statutory duty in times of crises and vigorously pursue, with the Attorney General's Office, hate crimes. Outreach efforts are essential on a national level to ensure that the tone of communication does not take an ugly turn. To that end, the U.S. DHS has partnered with the Commonwealth to appoint the EOPSS Undersecretary for Homeland Security to be a member of the NIMT, which provides state participation with federal government leaders to manage community outreach after an event. The NIMT would be activated in a time of crisis.
- Engage foreign officials: Part of our efforts in planning include knowing who is in the state and how to help them. One of the best ways to get access to visitors, in particular our international students, is to work with consulates who often know who is in the state and why. MEMA has now established a Consulate Corps program that will incorporate the ideas and concerns of foreign officials in emergency planning and will keep them informed of emergency situations and steps their constituents should take toward personal preparedness. They also provide translated emergency management information.

The Commonwealth of Massachusetts State Homeland Security Strategy: Conclusion

Conclusion

The State Homeland Security Strategy (SHSS) offers an overview of the Commonwealth's progress and priorities in homeland security/public safety. The goals and objectives in this document are meant to guide state and local activities, and to provide a means for assessment and evaluation of efforts. The SHSS is a working document that is amenable to alterations according to trends in homeland security (such as resources and threats), state and local priorities, and evaluation outcomes. The Commonwealth will work closely with all its agencies, private sector entities, and the public to continuously assess the direction of homeland security in this state.

