

- Monitor absenteeism within State Government.
- Deployment, re-deployment, devolution, consolidation.

#### **8.4.2.4. Finance Section**

- Determination of costs associated with EMAC requests.
- Tracking of costs associated with the health response to the Pandemic.
- Tracking of costs associated with logistic support to the Pandemic.
- Tracking of reimbursable costs based on emergency declarations.
- Liaison with Treasury.

Note: \*denotes critical task

## **9.0 Command/Control/Communications**

### **9.1. Unified Command and Control**

9.1.1. As the Governor’s agent for statewide emergency management command and control the State Director of Emergency Management operating through the State Office of Emergency Management (OEM) is New Jersey’s lead agency for coordinating emergency response operations. Consistent with this role, OEM will coordinate the implementation of the Pandemic Influenza Response Plan. State agencies will assign staff to the State Emergency Operations Center which will serve as the coordination center for pandemic emergency operations. Those agencies operating agency specific operation centers will ensure connectivity with the state EOC.

9.1.2. NJOEM will conduct state command and control operations consistent with state Regional Operation Intelligence Center levels of activations (**See Figure 9**). The State EOC will enact full operations no later than Phase 5 of Figure 5 unless otherwise directed by the Governor.

9.1.3. NJOEM will activate a Joint Information Center (JIC) to serve as the coordinating center for all public information. The Office of the Governor will serve as the lead agency for the JIC.

9.1.4. Through coordination with the Office of the Governor and other state agencies, OEM will ensure the availability of staff to support the PIRT command structure.

9.1.5. The New Jersey Director of Emergency Management will designate the Operational Commander for the Pandemic Influenza response.

9.1.6. The Operational Commander will designate the OEM Operations Chief and PIRT Section Chiefs.

9.1.7. Section Chiefs, in coordination with the Operations Chief, will select Branch leaders for the PIRT.

9.1.8. Branch Chiefs are responsible for lower level organizational structures

### **9.2. Integration of Federal Assets**

- 9.2.1. All resources, public and then private, are to be used in a unified effort to meet the resource requirements generated by a catastrophic disaster or "Declared Emergency".
- 9.2.2 All resource requests are generated through the local office of Emergency Management for the political jurisdiction where the need exists. County and State Departments/Agencies pass their resource requirements directly to their county/State Office of Emergency Management.
- 9.2.3 During a public health emergency, work directly with FEMA with the exception of fiscal matters which is to be done so in conjunction with the State Office of Emergency management.
- 9.2.4 Every effort is to be made to resolve resource requirements with public sources at the same level of operation that the need exists prior to passing the requirement to the next level of government (including federal) for assistance.
- 9.2.5 When public resources are not available, commercial sources are used to meet emergency-recovery resources' requirements. All procurement (purchase/rental) is to be in accordance with current laws and regulations, including "emergency" provisions.
- 9.2.6 Privately-owned resources are not to be commandeered under the Governor's legal emergency powers except in extreme circumstances and only when specifically directed by the Governor.

### **9.3. Integration of Critical Infrastructure**

- 9.3.1. The New Jersey State Infrastructure Advisory Committee (IAC) will serve as the core group for the integration of Critical Infrastructure (CI) sectors into state operations. OHSP will invite a NJ Business Force representative and a Chamber of Commerce representative to serve with the IAC group during Pandemic Operations.
- 9.3.2. Representatives from the IAC will meet as a group in a separate area of the State EOC set aside by OEM.
- 9.3.3. The IAC will select a single member to represent the group on the PIRT Policy Group.
- 9.3.4. IAC members are expected to collect and provide information to the entire sector during a Pandemic. The NJ OHSP CI database will provide a means for dissemination of information to individual sector businesses.
- 9.3.5. Individual IAC members should interact with their State Agency Sector leads independent of the IAC as appropriate.

### **9.4. Unified COOP/COG Command and Control**

- 9.4.1. NJ OHSP will remain the Lead Agency for COOP/COG planning and operations during an Influenza Pandemic.

9.4.2. NJ OHSP will forward all relevant operational information and requests for support it receives/identifies to NJ OEM for their purposes. NJ OEM will keep OHSP apprised of all COOP/COG Planning issues it identifies.

9.4.3. Local Command and Control (C2) will be maintained at each County as part of its overall Emergency Management Operations. Chain-of-communications for specific needs will be continued thru NJ OEM per Emergency Operations Plan protocols.

9.4.4. Every NJ state agency, county and municipality will develop a specific Pandemic Flu COOP/COG Annex that addresses (at minimum) the nine Plan elements highlighted above.

9.4.5. After training of staff, Annexes will be formally tested and or exercised at least semi-annually by their proponents. Resulting Plan changes will be forwarded to NJ OHSP and to NJ OEM.

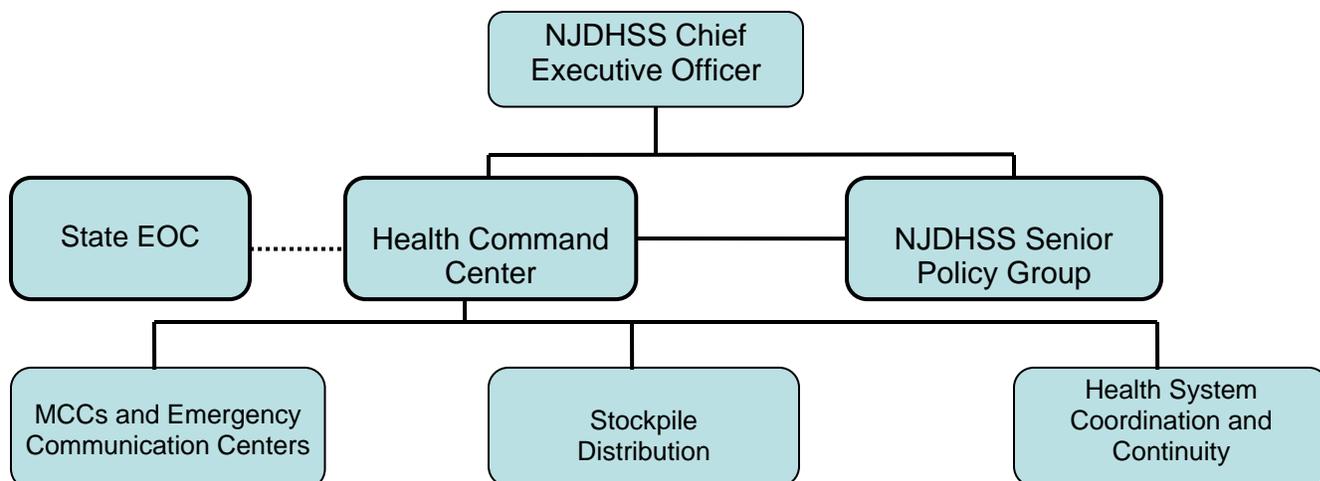
9.4.6. NJ OEM may be requested at any time to present relevant COOP/COG Situation Reports to the Director, NJ OHSP, to facilitate his role as a key member of the Governor's PIRT.

## **9.5. Unified Health/Medical Command and Control**

### **9.5.1. Health Senior Leadership**

9.5.1.1. The New Jersey Department of Health and Senior Services (NJDHSS) is the Lead Agency for the State's response to an influenza pandemic. The NJDHSS Commissioner will chair the PIRT Senior Policy Group and the NJ State Epidemiologist will advise the Commissioner and the PIRT on issues related to influenza surveillance and communicable disease response to include containment, social distancing, I/Q and prophylaxis/vaccination strategies and will oversee the Communicable Disease Service epidemiologic and State Laboratory system surveillance and laboratory testing requirements and vaccination activities. The NJDHSS Senior Assistant Commissioner for Health Infrastructure Preparedness and Emergency Response (HIPER) is responsible for overall operational health response command and control and will coordinate this response with state communicable disease efforts.

9.5.2. Health Command Center (HCC) and Medical Command and Control Network.



**Figure 10 Health Command and Control Organization**

9.5.2.1. Under the supervision of the NJDHSS HIPER, the NJDHSS Health Command Center is responsible for the command, control and coordination of state health operations. Organizationally, the HCC is subordinate to the State EOC and will exchange health and health support information directly with the State EOC Operations Section NJDHSS liaison. Standard Operating Procedures for the HCC are contained in the NJDHSS Health Preparedness, Prevention, and Response Plan.

9.5.2.2. The HCC provides centralized command and control for the NJ health command network, a network that includes Medical Coordination Centers, Pharmaceutical/Medical/Antiviral Distribution Sites and the NJDHSS Emergency Call Center (Figure ).

### 9.5.3. Health Pharmaceutical/Medical/Antiviral Command and Control

9.5.3.1. NJDHSS is responsible for the statewide distribution of pharmaceuticals and medical supplies from the federal Strategic National Stockpile (SNS) and the State Strategic Stockpile (SSS). (Note: for purposes of this document and unless otherwise noted, “pharmaceuticals” will include medical supplies). The NJDHSS Mass Prophylaxis and Antiviral Drug Distribution and Use Plan (contained in Annex 1) provide policy and procedures for this effort.

9.5.3.2. The hub of pharmaceutical distribution is the NJDHSS Receipt/Stage/Store (RSS) site; a site that manages pharmaceutical inventory, state pick-up and delivery of pharmaceuticals and staffing of mass prophylaxis distribution centers. The RSS site reports directly to the Health Command Center.



Note: NJDHSS will provide TARU Team information to the PIRT Logistics Section in order to ensure consolidated tracking of all external support.

9.5.3.6. NJDHSS will coordinate with the State EOC to ensure Security Teams are assigned in support of mass prophylaxis operations. The RSS Commander will determine mission requirements and the Security Team Commander will assign security for these missions. The Health Command Center and State EOC will resolve any conflicts associated with Security Team deployments. Final security decisions are the responsibility of the NJSP.

### **9.5.3.7. Mass Prophylaxis/Vaccination**

9.5.3.7.1. NJDHSS is responsible for state mass prophylaxis/vaccination operations. (General Concept)

### **9.5.4. Medical Coordination Centers**

9.5.4.1. NJDHSS operates nine Medical Coordination Centers in New Jersey. These regional medical, health preparedness and response are linked to the HCC and New Jersey Hospital Association Health Auxiliary Command Center (HACC) forming the backbone of the NJ Health Command and Control Network. Figure 10 shows the locations of these facilities.

9.5.4.2. At the regional level, a Medical Coordination Center will ensure the integrity of the health care system during an influenza pandemic through:

- Collection and collation of regional health information as directed by DHSS.
- Input of health resource and event information into Hippocrates (see Section 8.4), New Jersey's health situational software.
- Monitor of health care system performance and capacity.
- Support to health care system logistic requests in coordination with state and local Offices of Emergency Management.
- Support to distribution of antiviral agents.
- Operations as determined by NJDHSS.

### **9.5.5. Communicable Disease Surveillance Operations (Annex 1)**

#### **9.5.6. Emergency Call Centers**

9.5.6.1. NJDHSS operates an Emergency Call Center able to provide health information to the medical community and general population when responding to a large scale public health emergency. Phone numbers and capabilities are contained in Appendix C.

Note: It is the intent of DHSS to establish three call paths; the first is for public health professionals and healthcare providers enabling direct contact with the DHSS Communicable Disease Services, the second is a series of regional call centers to address calls from the general public, and the third path will enable direct contact from other state agencies and partners.

## **9.6. Public Information**

9.6.1. Public Information (PI) messaging and outreach to partners and constituents plays a critical role in the State's response to an influenza pandemic.

9.6.2. Public information is the initial defense against an influenza outbreak and will begin during the NJ Plan, Situation 1.

9.6.3. The goal of the PI effort is to:

- Provide continuous accurate public information regarding pandemic influenza
- Develop credibility and public trust
- Counter inaccuracies
- Support pandemic influenza response operations
- Assist the public in dealing with the affects of a pandemic
- Maintain a link between the public and governmental agencies

9.6.4. PI messaging includes:

- Defining a Pandemic
- Describing the affects of a pandemic
- Publicizing the preparedness and response efforts and requirements for public, private and communities
- Ensuring knowledge of what medically can and can't be accomplished
- Identifying state and community lead agencies and individuals to the public
- Explain fundamentals of the current situation
- Publicizing rationale for imposed countermeasures to an influenza pandemic
- Maintaining consistent information flow

9.6.5. In coordination with the Office of the Governor, NJDHSS is the lead agency in the PI response to an influenza pandemic.

9.6.6. In support of the PI Pandemic Influenza effort the NJDHSS will:

- Work with the Joint Information Center to coordinate public information efforts
- Inventory and update all public information materials regarding pandemic influenza. This includes facts sheets, Q & A, and message maps on avian and pandemic influenza.
- Serve as the clearinghouse for message development
- Triage media calls
- Draft the response messages to rumor/misinformation
- Develop press releases/advisories

- Develop talking points for NJDHSS staff and public health partners
- Develop with CDS on hotline scripts/Q&A.
- Develop community awareness presentation for pandemic influenza preparation and distribute to LINCS agencies (Note: LINCS agencies are the 21 statewide health departments designated by NJDHSS as lead health agencies during a public health emergency).
- Develop a statewide multi-language community awareness campaign that includes a dedicated website ([www.NJFluPandemic.gov](http://www.NJFluPandemic.gov)) and video public service announcements and flyers emphasizing pandemic preparation.

## **9.7. Communications**

### **9.7.1. State Emergency Communications**

9.7.1.1. The primary form of communications is telephone. Secondary form of communication is e-mail. Appendix C is the Communications Plan for the Pandemic Influenza response.

#### **9.7.1.2. E-Team**

9.7.1.2.1. E-Team is an internet based emergency management software communications package. This software contains e-mail communication capability, resource request, and information exchange modules.

9.7.1.2.2. The following state agencies are required to monitor E-Team during Pandemic Influenza Plan activation:

#### **Responsibilities by Agency**

The NJDHSS has the lead responsibility for developing, approving and disseminating public information. NJDHSS shall have the coordinating role in a multiple state agency response to a pandemic influenza outbreak. All state agencies shall support this coordinated multi-agency response and carry out their specific assignments, as described in the NJDHSS Pandemic Influenza Plan.

Agencies are encouraged to begin cross training of employees for priority service one and two functions.

The Joint Information Center (JIC) will be activated as outlined in NJDHSS Pandemic Influenza Plan Communications Section. Activation of the Joint Information Center (JIC) includes holding the initial media briefing and establishing coordinated news conferences and news releases, and determining the schedule for media briefings. The purpose is to ensure coordination and communication occur between all responding agencies and that the state speaks with one voice.

Upon activation, each state agency will implement its agency-specific communication plan. At a minimum, that plan will include:

1. The role(s) of the agency's PIO(s) during an influenza pandemic outbreak.

2. A description of how the agency will provide PIO support to the State PIO and the Joint Information Center (JIC).
3. Identification of subject matter experts (and their alternates): The subject matter expert will be made available to the State PIO to speak to the public and the media on their area of expertise.
4. A model of how each agency will provide information to the State PIO (or the State PIO's representative) to ensure it conforms to the overall state message.
5. A breakdown of the agency's role by NJDHSS Response Phase:

Each state agency will also create fact sheets, message maps and talking points for their area of expertise. The fact sheets, message maps and talking points will be provided to the State PIO to ensure consistency with the overall state message. Subject matter experts should receive the talking points and be trained to deliver them to the public and the media.

Each Lead Technical Agency is responsible for working with the New Jersey Department of Public Safety during the development of their influenza pandemic response plan to ensure communication plans are in place, spokespeople are identified and every state agency is speaking with one voice.

## **Officials/Agencies Responsible for Public Information**

### **1. Office of the Governor**

- a) The Governor will normally assume the role of chief spokesperson following a major disaster/emergency that involves a multiple state agency response or affects a large segment of the population. However, the Governor's press secretary or another staff member designated by the Governor and may be the chief spokesperson throughout the emergency period. For the purposes of this supplement and actual emergency operations, the chief spokesperson will be called the State Public Information Officer (PIO).
- b) To carry out this responsibility, the State PIO will have complete access to all necessary information regarding the emergency response. Specific responsibilities of the State PIO are to, in a timely manner:
  - c) Coordinate the release of all public information with the affected state agencies regarding their activities in support of emergency operations.
  - d) Coordinate actions with the designated PIOs representing other state and federal agencies, voluntary agencies and local governments involved in the emergency response.
  - e) Coordinate actions with the designated PIOs from any businesses/industries that have direct involvement in the response to or the recovery from a pandemic influenza outbreak.

- f) Coordinate rumor control through the Information Hotline.
- g) Monitor media reports, hotline traffic, and other sources of information to identify and address unanticipated public health concerns, rumors, and other issues that may arise during an outbreak. As necessary, develop materials to address these concerns.
- h) Centralize all information by managing requests for and release of information through the Joint Information Center (JIC).
- i) Ensure all state agencies speak with “one voice” by providing frequent updates to the media in one central location.

**Department of Labor and Workforce Development (NJDLWD)**

**2. Office of Communications**

This office is charged with two specific emergency response public information responsibilities:

- a) Fulfill the duties of the State PIO. The Department of Public Safety Office of Communications Director may be called upon to perform the duties of the State PIO on behalf of the Governor's Office.
- b) Support the State PIO in the dissemination of emergency public information. This office has day-to-day responsibilities that require frequent contact with the media. For this reason, it may be asked to facilitate the release of emergency public information.

**New Jersey Office of Emergency Management (NJOEM)** is charged with the following emergency public information tasks:

- a) Fulfill the duties of the State PIO. Because the division has overall responsibility for coordinating state agency response to an emergency and the direct responsibility for requesting disaster assistance, the Governor may request that NJOEM designate a person to serve as the State PIO.
- b) Support the State PIO in the dissemination of emergency public information in situations where it is necessary to activate the Joint Information Center (JIC).
- c) Activate of the JIC and assist the State PIO in arranging for news conferences/briefings. The division will perform other tasks as assigned by the State PIO in support of the dissemination of public information.
- d) Serve as a source of public information for the State PIO. NJEOC staff members, including regional program coordinators who are directly involved with emergency operations, will provide pertinent information to the State PIO concerning the emergency situation.

- e) Develop and distribute pamphlets and guidance materials. As one of its ongoing responsibilities, NJEOC distributes a variety of disaster response and recovery-related documents that are intended for public use.
  - f) Arrange for the Governor to speak to the entire state via Emergency Alert System (EAS) if deemed necessary.
  - g) Operate the Information Hotline (rumor control) if needed, including coordinating a TTY operator for handling calls from the deaf and hearing impaired populations. Non-English language interpretive services will also be available for hotline operations. The State PIO coordinates the dissemination of all hotline numbers to the media.
  - h) Coordinate and distribute intelligence information.
  - i) Coordinate EAS activities during disaster response and recovery operations.
3. **Department of Agriculture (NJDA), in conjunction with NJDHSS**, is responsible for making information available to the public for outbreaks. Additionally, NJDA is responsible for making information available to the public regarding food safety and agricultural chemical incidents. NJDA will:
- a) Will work with NJDHSS to provide subject matter experts to the State PIO.
  - b) Request NJEOC to activate the Joint Information Center (JIC) as appropriate.
  - c) Monitor media reports, hotline traffic, information provided by local agencies and other sources of information to identify and address unanticipated public concerns, rumors, and other issues that may arise during an event. As necessary, develop materials to address these concerns.
  - d) In conjunction with the JIC and local/regional PIOs, identify strategies for message delivery.
  - e) Coordinate the development of fact sheets, talking points and other vehicles for information dissemination in an animal disease emergency.
4. **Department of Health and Senior Services (NJDHSS)**
- a) Work with NJDHS (Department of Human Services) to provide subject matter experts to the State PIO.
  - b) Ensure staff is available to fulfill spokesperson responsibilities as requested.
  - c) Identify communications staff to participate in JIC activities and coordinate other aspects of the communications process related to public health issues and concerns.
  - d) Identify public health issues and concerns that may need to be addressed through publicly disseminated information and messages.

- e) Identify groups within the broader population who may need to receive targeted messages and information about health concerns, including groups that may face special communication barriers or have special needs.
- f) Develop pre-scripted informational materials and message maps a pandemic influenza outbreak that involve potential public health concerns, including fact sheets, talking points, news release templates, and other vehicles.
- g) Via the NJDHSS telephone hotline, provide information to public health agencies and health care professionals. Refer calls from the public to NJOEM's Information Hotline.
- h) Disseminate public health information and materials available in multiple languages, to meet the needs of state residents with limited English skills.
- i) Work with the State PIO to disseminate messages and information, and to identify appropriate vehicles for dissemination of messages to the public and to targeted groups within the broader population, including but not limited to news releases, fact sheets, talking points, media briefings and availabilities and posting of information on the NJOEM and NJDHSS websites.
- j) Work with local public health agencies, hospitals, health care providers, and other health-related agencies and institutions to ensure coordination of public information activities and consistent messages relating to events that involve an actual/potential threat to public health.
- k) Support and assist the State PIO and other agencies in providing health-related information during events where public health is not the sole or primary concern.

## **5. Department of Human Services (NJ DHS)**

- a) Assist the State PIO in arranging for sign language interpretation when the Governor travels to disaster sites or addresses the citizens of New Jersey JIC.

## **6. All Other State Agencies**

- a) Provide support to the State PIO, if requested by the Governor.
- b) Serve as a source of public information for the State PIO. Each state agency that is involved in the response to the disaster will need to provide pertinent public information to the State PIO for dissemination to media sources and, as appropriate, fact sheets for distribution to the public. State agency representatives may also be asked to participate in news conferences and briefings.

## **7. Local Health Departments**

- a) Local government officials are responsible to coordinate release of information regarding response with the JIC.

- b) County PIO Liaisons may be located at the JIC in order to coordinate the dissemination of information regarding local government activities.
- c) Many local governments have pre-designated their PIO and the facility that they will use as a news briefing room.

## **8. Federal Agencies**

The Federal Coordinating Officer for the responding federal government agencies is expected to release pertinent information from the New Jersey JIC.

## **9. Responsible Party**

Parties responsible for certain types of incidents will be asked to provide a spokesperson for the JIC.

# **C. Joint Information Center**

## **1. Concept of Operation**

- a. Depending on the severity/duration of the emergency, it may be necessary to activate the Joint Information Center (JIC). The purpose of this facility is to serve as a media briefing area, to centralize the release of all public information relating to the disaster, and to provide a forum for news media representatives to gather critical information concerning disaster operations.

## **2. Activation**

The NJOEM will activate the JIC upon the request of a state agency.

## **3. Policies and Procedures**

If the JIC is activated, all local, state and federal agencies (and in some cases private sector agencies and businesses) involved in the response to the emergency will be asked to provide a spokesperson and a designated alternate. Only the designated spokesperson (or their alternate) is allowed to speak on an agency's behalf.

- a. Spokespersons at the JIC are expected to speak on behalf of the agency/organization they represent and to confine their remarks to the specific actions being taken by that agency/organization.
- b. Due to operational considerations, news media personnel may not be permitted to have access to the SEOC while that facility is activated.
- c. After the activation of the JIC, news conferences and/or briefings will be conducted on a regular basis throughout the duration of the disaster/emergency.
- d. To support news conferences and/or briefings, the appropriate state agencies provide maps, charts, status boards, schematics or other displays that clearly depict the disaster situation, as needed.

#### **4. Local News Briefing Room**

County and city governments will activate their local news briefing rooms. The information disseminated from these facilities is limited to that which has local implications only. It is incumbent upon the local PIO and the State PIO to communicate regularly to ensure the coordinated release of public information.

### **9.7.2. Health Communications**

#### **9.7.2.1. Hippocrates**

9.7.2.1.1. Hippocrates is the primary means by which New Jersey maintains state health system situational awareness. This internet based software package provides a real time common picture of hospital, EMS, public health, pharmaceutical and medical stockpile, and other health and healthcare system components.

9.7.2.1.2. Hippocrates is the intelligence technology backbone and connectivity between the State EOC, Health Command Center, Medical Coordination Centers, and other Medical and Public Health operational activities.

9.7.2.1.3. NJDHSS will deploy this password protected system to hospitals, public health departments, emergency operation centers, and other users as determined by health officials.

9.7.2.1.4. NJDHSS is the program manager for Hippocrates.

#### **9.7.2.2. 800 MHz Radio System**

9.7.2.2.1. All of New Jersey's acute care medical facilities, public health departments, EMS dispatch centers, health operations centers and blood banks have 800 MHz radios. These radios provide emergency communication capability in the event of telephone or internet communication difficulty or malfunction.

9.7.2.2.2. NJDHSS is the project manager for the health 800 MHz radio system and NJSP is the manager of the state communication frequency plan.

## **10.0 Ethical Considerations**

### **A. Prioritization**

During the initial stages of a pandemic, the supply of vaccine will most likely be limited, and the CDC will likely be providing epidemiologic information and guidelines for the prioritization of vaccine distribution and use. During the interpandemic period, the NJDHSS needs to have a plan for determining and vaccinating priority groups

#### **a. Priority Groups**

A list of priority groups for receiving vaccination developed by NVAC and ACIP is provided in Appendix 6-A. The discussion of priority groups is ongoing and will be modified as needed. In particular, priority groups will be modified according to the epidemiology of the pandemic.