This book is dedicated to the thousands of New Jerseyans impacted by Superstorm Sandy and the emergency responders who risked their lives in dark, cold and flooded communities to protect the lives of those imperiled by the storm. It is with them in mind that we rebuild a stronger, more flood-resilient New Jersey.
My fellow New Jerseyans,

Five years ago, Superstorm Sandy forever changed our State. The storm caused coastal and inland flooding on a scale never before endured or envisioned. Hundreds of thousands of homes were destroyed or severely damaged, the power was out, thousands of people took refuge in emergency shelters, and many lives were lost. Virtually everyone in the State was impacted. Only after the wind, rain, and flood water receded were we able to fully grasp the magnitude of Sandy’s devastation. It became clear that full recovery from Sandy would take years.

Working together with Federal and local partners, we have made tremendous progress in rebuilding stronger over the last five years. We have rebuilt more than 5,500 Sandy-damaged homes that are now constructed to better withstand future storms. Where rebuilding in flood-prone areas was not practical, we have begun to buy out more than 1,000 homes to move families out of harm’s way and, in turn, permanently preserve these flood-prone lands. We restored and replaced thousands of rental units to maintain affordable housing stock, with thousands more rental units to be constructed in the coming years. We have invested hundreds of millions of dollars to support small businesses as we continue to spur local Sandy-impacted economies. Our utilities and critical facilities have been and continue to be rebuilt in a resilient manner, pushing innovation in preparation for future disasters.

While we have made record progress, there is still more to do. I will not be satisfied until every family affected by Sandy is fully recovered. But, we have already made significant progress, we will keep moving forward, and we will get the job done.

This book is not only a remembrance of the worst disaster in State history, but serves as a disaster recovery and preparation playbook for future Administrations, both in New Jersey and elsewhere in the country. Hurricanes Harvey, Irma and Maria serve to further highlight that all coastal areas need to be prepared at all times for extreme weather events. I’m proud to say that we truly are stronger than the storm. Due to the work of this Administration, in partnership with the Federal government and the citizens of our State, we have rebuilt to ensure that we are stronger than the next storm as well.

Chris Christie,
Governor
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Executive Summary
Governor’s Office of Recovery and Rebuilding

The progress that has been made in the five years following the widespread devastation caused by Superstorm Sandy is a testament to the perseverance of New Jerseyans and the continuing commitment of government, philanthropic organizations, volunteers, and public utilities. As the years have passed, however, it is vital not to forget the unfathomable extent of Sandy’s damages, the many incredible individual stories amidst the destruction, our emergency responders’ heroic efforts to protect the lives of those in harm’s way, as well as the myriad issues that must be overcome during disaster recovery. In recognition of the fact that New Jersey and other coastal states always need to be prepared for the next disaster, and to mark the five year anniversary of Superstorm Sandy making landfall near Brigantine, this book serves to:

1. Maintain a historical record of the damages and New Jersey’s emergency responders’ efforts during and immediately after Superstorm Sandy.

2. Establish a sector-by-sector, agency-by-agency disaster response and recovery playbook for New Jersey, as well as other states that are faced with a monumental hurricane disaster recovery response, clean-up, and rebuilding effort.

3. Highlight the tremendous progress that New Jersey has made to rebuild better and stronger homes, businesses, infrastructure, and communities.

Complete recovery from a disaster like Sandy takes many years, and work remains to be accomplished in 2018 and beyond. Nonetheless, the State's holistic approach to home rebuilding, the reopening of schools and public buildings, economic revitalization, and infrastructure reconstruction over the last five years demonstrates that New Jersey truly is stronger than the storm.

Housing

Home damage or displacement can significantly affect families and children, and so housing always has been the State’s foremost recovery priority. To address the various needs of recovering families, the State has offered programs targeting different needs, including temporary housing assistance, health and social service benefits, as well as rental and rebuilding resources.

The $1.2 billion Reconstruction, Rehabilitation, Elevation, and Mitigation (RREM) program is the State’s flagship program for rebuilding primary homes damaged by Sandy. Thus far, about 6,200 out of a population of about 7,600 RREM grantees are back in their homes, which outpaces the progress in similar Sandy homeowner programs in New York and New York City. More than $900 million has been disbursed to homeowners, with the remaining funds to be disbursed as grantees advance their reconstruction projects with the help of the Department of Community Affair’s (DCA) housing support system. To support RREM grantees still waiting to return home, DCA will continue to provide rental assistance to homeowners to offset the costs of carrying a mortgage and a rent payment.

Other homes repeatedly damaged by floods require a different solution. Through the Department of Environmental Protection’s Blue Acres voluntary buyout program, flood-prone homes are purchased from willing sellers at pre-storm values, allowing families to move out of harm’s way. The property then is converted to open space, which creates a natural buffer against
Tourism Report released by the Department of State in March 2017 showed that New Jersey’s tourism industry set a new record in 2016, generating a record $41.8 billion in overall tourism-related spending. Visitations in New Jersey rose to 98 million in 2016, up significantly from a then record of 87.2 million in 2013 (the first summer following Sandy).

And more than $100 million in recovery funds have been disbursed through the Economic Development Authority’s (EDA) Stronger NJ Business programs to small businesses to help them continue operations during the recovery. To date, more than 1,300 businesses have been supported by EDA-led small business recovery programs.

Infrastructure Resiliency

Because of their scope and complexity, as well as legal and regulatory requirements, large-scale infrastructure projects typically take longest to implement. Yet, we have made great progress in that sector, rebuilding New Jersey better and stronger and protecting vulnerable communities and critical facilities. Some examples:

- **The Department of Transportation’s $341 million Route 35 Reconstruction Project**, featuring state-of-the-art road construction and a comprehensive storm water drainage system, was completed in 2016.

- **Beach Restoration and Dunes**: For more than four years, the State has been working closely with the U.S. Army Corps of Engineers on a massive undertaking to repair and improve beaches, and to build the most comprehensive and continuous coastal protection system that the State has ever had. These projects, which will cost more than $1 billion, will help create an engineered, comprehensive shore protection system along the Atlantic coast, while also bolstering protections on the Delaware Bay coast, Raritan Bay, Sandy Hook Bay, and tidal portions of the South River and the Passaic River. Projects are already complete in Cape May County (Ocean City, Upper Township and Sea Isle City), Monmouth County (Loch Arbour, Allenhurst, Deal, and Long Branch) and Long Beach Island, with work underway in Absecon Inlet, Longport, Margate, Ventnor, Atlantic City, and several towns in Northern Ocean County.

- **Flood Hazard and Risk Reduction**: As part of the rebuilding process, the State has prioritized projects that will reduce the risk of flooding from future storm events. Projects include: Sea Bright’s Sea Wall, Mantoloking’s and Brick’s Steel Sheet Piling, Belmar’s Lake Como Discharge Piping System, Brigantine’s Pump Stations, Little Ferry’s Tide Gate and Pump Station, Wildwood’s and North Wildwood’s Stormwater and Flood Control Projects, Stone Harbor’s Stormwater and Storm-Surge Mitigation Project, and Union Beach’s Resiliency Project.

- **Electric and Gas Utilities**: Billions have been invested to harden electric and gas distribution networks, creating a more flood/weather resilient energy grid. Utility distribution systems also were modernized with advanced technologies that spot outages more quickly and that deploy crews to repair any damage more swiftly. Not only do these utility projects improve the reliability of critical utility services, but they also boost the local economy by creating hundreds of well-paying, highly skilled jobs.

- Critical facilities, such as transit lines, hospitals, and water/wastewater treatment plants, are incorporating resilient energy systems that will allow the facilities to operate even in the event of a failure of the larger electric grid through the implementation of innovative initiatives like NJ TRANSITGRID and the Energy Resilience Bank.

The programs, initiatives and projects are just a sampling of the ongoing recovery initiatives designed to bring relief to our residents, businesses, and communities, to protect critical infrastructure, and to rebuild our State better and stronger. Ongoing work remains to be accomplished, but, through the continued commitment of State, local and Federal partners, New Jersey continues to emerge from Sandy as a more storm-resilient State.
CHAPTER ONE
THE DAMAGE
Sandy by the Numbers
Damages

• More than 300,000 housing units impacted, and approximately 40,500 primary residences and 15,600 rental units each sustained at least $8,000 of structural damage
• Nearly 2.8 million households and businesses were left without power, while utility companies grappled with 9,441 damaged utility poles, 5,006 damaged transformers, 59 flooded electric substations, and 116,671 downed trees across roads, homes and critical infrastructure
• Nearly 600 full or partial road closures
• At the height of the storm, 127 shelters were open, serving over 7,000 residents
• Regional mass transit operations and infrastructure were heavily impacted, causing systemwide disruptions of NJ TRANSIT and Path service
• 94 wastewater treatment plants lost power and were flooded, while 267 water systems lost power, 37 of which issued boil water advisories
• More than 200 channels had some level of shoaling, clogging many of the State’s previously navigable waterways
• All NJ schools were closed for two days, and hundreds remained closed for longer
• A preliminary post-storm estimate of damage repair and resilience needs across all impacted sectors valued recovery and resilience needs in excess of $30 billion

Hundreds of thousands of homes throughout the State were damaged or destroyed, and more than a million households lost power. Numerous residents were displaced from their homes in the aftermath of the storm.

The State also suffered severe business losses and economic damage. New Jersey businesses incurred an estimated $382 million in commercial property damages coupled with $64 million in business interruption losses. As businesses were forced to shut their doors, unemployment claims in the State more than doubled in November 2012, the first full month after the disaster.

The damage to New Jersey’s infrastructure was equally devastating. Water and wastewater treatment facilities were unable to sustain operations. Every school in the State was closed, including six schools that were severely damaged. Vital transportation corridors became impassable as widespread flooding and sustained winds covered roadways with water and debris. Nearly 600 New Jersey roads and tunnels had to be shut down. Compounding the problem, New Jersey rail lines and public transportation systems also suffered significant damage, further hindering evacuation and relief efforts throughout the State.

“This was the worst storm that has ever hit New Jersey. The most damage that has ever happened in this country other than Hurricane Katrina. All of us were in absolutely uncharted territory.”

“But, we are always judged not by the fall, but how we get back up.”

– Governor Chris Christie

Superstorm Sandy was the largest and most ferocious storm to ever hit New Jersey. After making landfall in southern New Jersey on the evening of October 29, 2012, the storm battered the State between October 29 and 30, 2012. The storm disrupted the lives of thousands of New Jersey residents and caused catastrophic and unprecedented damage to the State’s housing, business, and infrastructure sectors.

“Sandy may have damaged our homes, businesses, and our infrastructure, but it did not destroy our spirit. In the wake of this great tragedy, the people of New Jersey came together as never before.”

– Governor Chris Christie
President Obama and Governor Christie tour Brigantine (above), Vice President Biden and Lt. Governor Guadagno tour Seaside (below)
Egg Harbor Township (above) Liberty State Park, Jersey City (below)

Long Beach Island (above and below)
CHAPTER TWO

EMERGENCY RESPONSE
New Jersey is no stranger to disaster, whether natural or man-made. The New Jersey State Police train and exercise for disaster situations on a routine basis. So, when Superstorm Sandy wreaked havoc on the State, affecting all 21 counties, State troopers were ready for the challenge. However, no one could have imagined the degree of damage that resulted from the largest Atlantic storm on record.

Emergency Response Operations

The New Jersey State Police utilized every resource available to respond to Superstorm Sandy. Over 1,200 troopers deployed to the barrier islands to perform emergency protective measures such as public safety patrol, assisting stranded motorists, blocking hazardous roads, and transporting residents to shelters. When that wasn’t enough, they employed an additional 280 troopers through the Emergency Management Assistance Compact (often referred to as EMAC) from eight states to support the protection of the barrier islands. Together, these troopers conducted search and rescue operations and performed safety checks on residents.
In response to Superstorm Sandy, Task Force One deployed three Type-I Swiftwater Rescue Teams on the first and second days of their five-day Sandy deployment, starting on October 29, 2012. Hundreds of rescues were conducted in Atlantic County, primarily Ortley Beach, Brick Township, Pelican Island, Moonachie, and Little Ferry. Over 1,600 houses were checked for survivors through urban search and rescue wide-area search tactics.

A Type-I US&R Task Force was deployed the following three days to hard hit areas in Ocean County, primarily Ortley Beach, Brick Township, and Mantoloking. Over 1,600 houses were checked for survivors through urban search and rescue wide-area search tactics.

In total, over 1,100 contacts were made resulting in survivors being rescued, evacuated, or sheltered in place. Survivors were transported via inflatable rescue boats, high wheeled vehicles, or maritime vessels. Task Force One members dedicated over 5,000 volunteer hours to the search and rescue mission of Superstorm Sandy.

In response to Superstorm Sandy, Task Force One deployed three Type-I Swiftwater Rescue Teams from various backgrounds such as law enforcement, fire rescue, engineering, and emergency medicine. Since its inception, the Task Force has responded to many structural collapse incidents and natural disaster events including 9/11, Hurricane Katrina, the Atlantic City Parking Garage Collapse, and Hurricane Irene.

The State Police troopers on the ground during Superstorm Sandy are best qualified to tell the stories:

**First hand account of Lt. Chris Demaise – Task Force One US&R**

“The location was Rt. 37 in Toms River leading onto Pelican Island. The roadway was compromised by the unabated high winds from the bay related to Sandy as well as the elevated waters associated with the storm. Further complicating the matter were downed power lines that obstructed the ability of the Task Force to cross Rt. 37 and enter the barrier islands.

A subject was identified on the other side of the causeway inside his pickup truck. The vehicle was stalled in the median of the roadway and the subject began flashing his headlights to get our attention. Due to high winds, we were unable to communicate to the subject that the power lines may be live. We were standing by for Jersey City Power & Light to respond to the location via high water vehicle to test the power lines to ensure that we could safely cross without endangering the lives of the rescuers.

Without notice, the subject exited his vehicle and walked toward the members of Special Operations Segment and Task Force One. Our attempts to stop him verbally were disregarded and the male stepped on the powerlines while walking towards us. Fortunately, they were disabled. After identifying that the power was out, several of us ran to the subject and walked him to our staging area.

The subject advised that he was going into diabetic shock due to lack of insulin and was experiencing hypothermia. I loaded him into a large front end loader bucket and the operator drove us across the high waters of Rt. 37 where he was turned over to Emergency Medical Services on mainland Toms River for treatment.

I don’t know the subject’s name or how he made out, but I know the rescuers’ actions gave him the best chance of survival. After this incident, we began the round the clock process of recovering people from their homes.”

**First hand account of Captain Patrick Gorman – Emergency Response Bureau**

“Disbelief is what comes to mind. The worst case scenario that we had planned for was actually coming true. For all intents and purposes, our Hurricane Season had ended in early October. I had attended a Hurricane Conference in early October where the experts stated ‘New Jersey, you can take a sigh of relief. The waters are too cold for a storm to make it up that far. Your season is over.’ Those words rang in my head as it was almost November and we were looking at a Superstorm that was about to devastate the State.

I was the Squad Leader for the Coastal Communities in the South Region Office which included Cape May, Atlantic, Ocean, Monmouth, and Cumberland Counties. As predicted, the storm devastated the coast and inland communities and our Regional Personnel went to work. We were pre-staged at
various counties prior to the storm and literally worked seven days straight with very little sleep or down time.

To add to our disbelief, we experienced a snowfall of almost a foot within a week of Sandy making landfall. I can remember trying to relocate evacuees being sheltered in Burlington County to the Monmouth County racetrack in blizzard conditions. The sight of these people trying to make it through the snow with only the clothes on their back hoping to get to a shelter is something that sticks with me even five years later."

First hand account of Lt. Todd Berger – Emergency Response Bureau

"It was a Saturday and I received a telephone call from Brigadier General James Grant who told me that the National Guard was being mobilized to support Sandy. He told me that I was to report to the National Guard Armory in Somerset and prepare the armory for 250 soldiers, who would be staging there. We had to set up contracts for food, laundry, and shower facilities since the armory could not support that many soldiers at once. The next two days were spent conducting training, staff briefings, as well as reception of vehicles and equipment.

Sunday night into Monday morning, I remember hearing the wind and rain pelt the armory room. Once the rain and wind subsided, my staff and I conducted an aerial damage survey of the Seaside/Lavallette beach area. It was a sight I will never forget. Houses damaged, some missing from their foundation, and all the roadways covered with sand...lots of sand. The roadways were impassable. We touched down in Lavallette and met with local, county, and State officials to discuss what type of support we could provide.

I spent the next 17 days on State Active Duty orders receiving tractor trailer supplies from FEMA, unloading the supplies, re-packing the supplies, and distributing them all across the State to support the State Police Office of Emergency Management.

The thing I will never forget is how selective the storm was. Some houses suffered minor damage while the one next door was damaged beyond repair. It was also geographically selective. Somerset was without power and water and the armory was running on generator power, most of the northern counties were without power, yet when I spoke to my wife in Burlington County she said the lights went out for a few hours and some tree branches were down but that was the extent of storm damage. It was an experience I will never forget."

State Police Aid from New Jersey’s Sister States

In the aftermath of Superstorm Sandy, the New Jersey Office of Emergency Management (OEM) immediately began working with the Emergency Management Assistance Compact (commonly referred to as “EMAC”), a mutual aid agreement between states and territories of the United States. Following Hurricanes Katrina and Andrew, New Jersey provided mutual aid assistance in rescue and recovery efforts to the impacted Gulf States through EMAC. After Sandy, troopers from eight states were deployed to the Garden State to assist New Jersey law enforcement with ongoing security and recovery operations through this agreement.

Governor Christie thanking Louisiana State Troopers

Mississippi State Troopers swearing in

In 2017, New Jersey State Police reciprocated once again by helping the people of Texas, Florida and Puerto Rico recover from the historic and destructive Hurricanes Harvey, Irma and Maria.
Shifting From Emergency Response to Long-Term Planning

After the initial response phase had concluded and in the initial months following the storm, the State charted a thoughtful and comprehensive path forward prioritizing critical needs, which included housing families in need, clearing millions of cubic yards of debris, and helping communities face the financial burdens of escalating storm costs. OEM and the Governor’s Office of Recovery and Rebuilding worked in conjunction with one another and with key local, county, and State stakeholders to align the State’s recovery and rebuilding goals with available disaster recovery resources.

Streamlining Recovery Operations

Having experienced 10 disaster declarations in the three years prior to Superstorm Sandy, it became readily apparent that OEM needed to meet the increasing demands of recovery operations with the appropriate staffing level for projects funded by FEMA Public Assistance, Mitigation Funding and Individual Assistance. In order to meet the high volume of funding requests from applicants, the OEM Recovery Bureau augmented their staff with members dedicated to the recovery efforts within New Jersey.

Public Assistance

The OEM Public Assistance Unit assists New Jersey public entities with identifying, pursuing, and capturing Federal funding to reimburse portions of repairs, restorations, reconstruction or replacement of public facilities or infrastructure damaged or destroyed by a disaster. Critically, the Public Assistance unit systematically processes preliminary estimates of damage to an affected community in dollar amounts and a general description of the location, type, and severity of damage sustained by both the public and the private sectors. These preliminary damage assessments become the basis for determining the necessity for State and/or Federal assistance and type of assistance necessary for effective recovery.

To date, the Public Assistance Unit has helped local government entities obtain approximately $2 billion in FEMA Public Assistance funds to help repair and rebuild public facilities and infrastructure projects impacted by Superstorm Sandy. More than 1,000 local government units received funding for more than 5,000 total projects. Examples of projects funded by FEMA PA include:

- Liberty State Park historic pedestrian bridge after reconstruction
- Shark River Municipal Marina before (above) and after (below)

Individual Assistance

The OEM Individual Assistance Unit helps distribute emergency Federal funds and services to people in the disaster area when losses are not covered by insurance and property has been damaged or destroyed. Types of Individual Assistance after Sandy included:

- Sandy Transitional Shelter Assistance = 5,546 families sheltered
- Sandy Direct Housing Operations Program = 122 units at Fort Monmouth and 85 Manufactured Housing Units used to shelter displaced families

Mitigation Unit

The OEM Mitigation Unit focuses on acquisition, elevation, local infrastructure, retail fuel resiliency, and energy allocation programs funded through FEMA’s grant programs: Hazard Mitigation Grant Program, Pre-Disaster Mitigation, and Flood Mitigation Assistance.
New Jersey is uniquely positioned as one of very few states to have all 21 counties, and most of their municipalities, covered by a Hazard Mitigation Plan, making virtually the entire State eligible for pre-disaster mitigation funding from FEMA.

Key mitigation accomplishments to date include:

- Investing nearly $4 million to increase retail fuel energy resiliency at 127 strategically located private fuel stations across the State;
- $73 million has been obligated to over 400 approved generator projects to support critical facilities (town halls, police stations, fire stations, etc.) in hundreds of municipalities; and
- Over $17 million went to flood control projects (elevations, acquisitions, drainage improvement, roadway elevation, and shoreline protection).

**Spotlight on Recovery: Protecting the State from Future Fuel Shortages through the Retail Fuel Resiliency Program and Increasing Capacity at Fuel Depots**

According to the U.S. Energy Information Administration, approximately 67 percent of the gas stations in the “New York City Metropolitan Area” were without power in the first few days following Superstorm Sandy. Soon after Superstorm Sandy moved on, long lines began to form at the few gas stations that had gasoline and power to operate the pumps. Fuel was desperately needed to support first responder and citizen needs. Due to the loss of power, however, many retail fuel stations were unable to pump fuel from their underground tanks, creating a retail fuel crisis.

In response, Governor Christie promptly signed Executive Order 108 on November 2, 2012, declaring a limited state of energy emergency which required odd-even rationing of gasoline purchases in 12 New Jersey counties. By November 10, power was restored to most gas stations and most terminals had resumed normal operations. On November 12, Governor Christie announced the end of the odd-even restrictions, signaling an end to the immediate emergency, notwithstanding the exposure of the weaknesses in New Jersey’s retail fuel supply.

In response to the Sandy-created retail fuel crisis, New Jersey has taken action to address emergency liquid fuel challenges by building resilience in fuel supply and distribution. Administered by the State Police Office of Emergency Management, the Retail Fuel Resiliency program provided funding to retail fuel stations, on and near evacuation routes, to provide faster and more reliable access to back-up power during an energy emergency. Eligible station owners used Retail Fuel Resiliency program funds to purchase generators, or permanent connection points for mobile generators, also known as “quick connects.” The Office of Emergency Management has also procured a fleet of 38 trailer-mounted generators, which can be deployed to retail fuel stations participating in the voluntary program throughout the State. The portable generators are stored at four facilities state-wide for efficient regional distribution. If needed, the State now has the capability to strategically deploy emergency portable generators to maintain function and access to fuel, supporting the resiliency of impacted citizens and response efforts of local, county and State responders.

The State’s retail fuel resiliency efforts have yielded impressive results. Approximately $3.6 million was spent to improve energy resiliency at 117 retail fuel stations located within a quarter mile of an evacuation route. 76 retail fuel stations now have the ability to quickly connect to a portable generator, while 41 stations have permanent generators installed at their facility.

To complement the Retail Fuel Resiliency program, the New Jersey Office of Homeland Security and Preparedness and the Department of Environmental Protection developed the Petroleum Emergency Toolkit (PET). To better manage petroleum fuel distribution in the face of an emergency like Sandy, the PET is designed to support government planning and response personnel in emergencies affecting the petroleum supply chain. The PET identifies the location, details, and emergency contact information for all petroleum refineries, marine transfer facilities, storage facilities, major pipelines, petroleum distributors, heating fuel suppliers and retail gasoline stations within the State and region.

Through the Retail Fuel Resilience program and the PET, the State is in better position to handle the increased demand for retail fuel created by a natural disaster.

**NJEMGrants – Advancing Recovery through Technological Innovation**

Another critical need identified in the wake of Superstorm Sandy came with the realization of the State’s need to leverage existing technology to meet the demands of a high-volume Federal reimbursement program. In an effort to provide better efficiency, transparency, and accountability, New Jersey joined a community of disaster prone states by implementing the standard, national web-based disaster grant management tool, which has come to be known in New Jersey as NJEMGrants and can be accessed by going to NJEMGrants.org. More than 2,000 applicants (consisting of local government entities) submitted a Memorandum of Understanding (MOU) to initiate the use of this new tool that serves as the “one-stop shopping” system for Public Assistance and Hazard Mitigation grant programs. New Jersey further enhanced the capabilities of this tool by integrating it with New Jersey’s financial system which has allowed NJOEM to fully automate the grant reimbursement process, which significantly speeds up the disaster recovery claims and reimbursement process for all of New Jersey’s FEMA grantees.
Emergency Response
Part Two: “Deploying Military Assets to Combat Superstorm Sandy”

Department of Military and Veterans Affairs

Although the New Jersey Army and Air National Guard have mobilized nearly 16,000 members for overseas contingency operations over the past decade, their core competency is to respond to domestic operations in support of civilian authorities. In preparation for Sandy, the New Jersey National Guard organized an aggressive

“Pre-Landfall Preparations

Emergency Declaration by the Governor

Governor Christie’s pre-landfall emergency declaration was a critical enabler to the New Jersey National Guard’s preparations, as the declaration provided the appropriate authority to mobilize citizen Soldiers and Airmen to set the conditions for success, which included evacuating five National Guard armories.

“We are proud that we assisted our State during this time of uncertainty. We are not only Soldiers and Airmen—we are New Jerseyans. We are neighbors helping fellow neighbors. We are all in this together.”

-Brigadier General Michael L. Cunniff

Middletown, NJ October 27, 2012. In addition to taking this preemptory step to mobilize government in preparation for the storm, Governor Christie urged New Jerseyans to be vigilant in monitoring conditions of the storm, its effect on their communities and in making preparations for themselves and their families.

Request to Secretary of Defense for Active Duty Military Support

As Superstorm Sandy approached, Governor Christie submitted a formal request to Secretary of Defense Leon Panetta to appoint a “Contingency Dual Status Commander” anticipating the need for Active Duty military support. Secretary Panetta approved the request, which established appropriate authorities for Governor Christie to maintain control over Active Duty forces through a New Jersey National Guard Joint Task Force commanding officer while integrating National Guard and Active Duty capabilities into the response effort. Significantly, New Jersey was the first State ever to activate a Dual Status Commander responding to a domestic emergency in a no-notice event. As a result, the National Guard worked closely with the U.S. Department of Defense and the National Guard Bureau to ensure that every military resource required for Superstorm Sandy response was in place.

Army and Air plan in anticipation of the need for a military first response to the storm.
Strategically Deploying Military Assets

The National Guard developed and executed a plan to reallocate personnel, vehicles, and associated equipment to areas expected to experience the greatest storm impact. By analyzing computer generated models and reviewing New Jersey's storm history, the New Jersey National Guard determined that it could best respond and retain flexibility to support operations anywhere in the State by concentrating its Army and Air National Guard Task Forces at key armory locations. Soldiers and Airmen traversed thousands of miles to ensure equipment, personnel, and push packages were in the right places at the right time.

Preparing Soldiers and Airmen

New Jersey's Soldiers and Airmen are the best that the State and nation have to offer. Their individual civilian and military skill sets greatly enhanced the support they provided to law enforcement, municipalities and residents of New Jersey. To complement their skills, the Guard utilized modern equipment like Light/Medium Tactical Vehicles, 5-Ton trucks, and High Mobility Multipurpose Wheeled Vehicles. Additionally, wreckers, refuelers, generators, communication/

Working with key interagency partners, New Jersey National Guard Soldiers and Airmen prepared and mobilized to support the State-run Sheltering Initiative, a post-Sandy plan which anticipated that displaced citizens would exceed municipal and county capabilities to provide temporary shelter.

National Guard in Action:

As Superstorm Sandy passed through the State, the National Guard's mission shifted to address the impending flooding along the coast and other areas throughout the State.

The New Jersey National Guard received 143 mission requests and:
• Activated approximately 2,300 troops - 142 of these Soldiers and Airmen's homes were subject to storm damage themselves, yet they still donned their uniforms to help their neighbors and fellow New Jerseyans.
• Traversed thousands of miles in treacherous conditions to relocate and redistribute hundreds of pieces of equipment.
• Rescued nearly 7,000 residents and their pets.
• Supported sheltering operations, traffic control points, and security patrols in various locations. In Brick, Soldiers and Airmen were posted on the barrier island to provide security and a calming presence through the end of the year.
• Cleared debris and provided rapid deployment of bulldozers to expedite dune repairs.
• Operated three fuel distribution points involving NJ National Guard, Pennsylvania National Guard, Defense Logistics Agency assets, and Active Duty forces from the 10th Mountain Division in Egg Harbor, Freehold, and West Orange to provide fuel to first responders and vehicles supporting critical infrastructure.
• Provided approximately 250 hours of helicopter lift support to civilian authorities, county OEMs, FEMA representatives, the Governor, and Vice President.
• Provided and operated two Mobile Kitchen Trailers in Sea Bright, which prepared 3,000 hot meals per day to first responders and residents returning to evacuated areas.
• Transported and delivered tens of thousands of basic needs commodities to armories within communities impacted by the storm.

Aviators of the 1-150th Assault Helicopter Battalion.
New Jersey Army National Guard search for stranded New Jersey residents following Hurricane Sandy.
“Always Ready and Always There”

For New Jersey, this was the largest mobilization of National Guardsmen to a domestic emergency and the largest humanitarian effort the State has orchestrated.

In the weeks following the storm, Guardsmen systematically and responsibly reduced their footprint while continuing to meet the Office of Emergency Management requests. From countless overseas deployments to domestic operations, whenever there is a need, the New Jersey National Guard is “Always Ready and Always There.”

Members of the 177th Fighter Wing

Performing Home checks

Home checks in LBI

National Guard walking through the sand covered streets

Delivering supplies

Providing comfort and shelter to displaced residents in Jersey City

Documenting Damage

Maintaining sleeping area at Jersey City shelter

Soldiers from the 150th & 160th Engineer Companies employed D7 bulldozers to perform beach replenishment.

Filling potable water in Lawrenceville
Emergency Response
Part Three: “Emergency Preparedness and Resiliency”

Office of Homeland Security and Preparedness

The New Jersey Office of Homeland Security and Preparedness’ (Homeland Security) response to Superstorm Sandy spanned diverse areas of focus including disaster human services, private sector integration, critical infrastructure recovery, and energy resiliency. During the interim five years, Homeland Security has enhanced its knowledge and capabilities, using lessons learned from Sandy and other events to hone its expertise and increase preparedness and resiliency in New Jersey.

Homeland Security Key Focus Areas During Superstorm Sandy

Disaster Human Services

Disaster human services support the social well-being of individuals and families by providing mass care and emergency assistance, and addressing needs created or exacerbated by a disaster.

During Sandy, Homeland Security personnel operated State supported shelters for 1,600 evacuees in four facilities in Monmouth and Middlesex Counties. Homeland Security also served as liaison to county shelters and assisted with security. Evacuees were well cared for, safe, and provided with items necessary for daily living.

To supply the State Supported Shelters and county shelters, Homeland Security activated its commodities stockpile, which contains food, water, and other supplies to support 27,000 people for three days. More than one million pounds of food were distributed. Homeland Security personnel coordinated logistics and fulfilled resource requests, and when baby formula and other supplies were not available through the stockpile, Homeland Security personnel took the initiative to purchase these items from retail stores.

Private Sector Integration

Private sector inclusion in disaster response and recovery is critical because many places that New Jersey residents depend on each day, such as grocery stores and gas stations, are owned by the private sector.

Homeland Security’s Private Sector Desk (PSD) provides a connection for the private sector to the State Emergency Operations Center (SEOC). Activated from October 28 through November 16, 2012, personnel at the PSD coordinated regular conference calls and fielded over 1,000 individual calls from private companies to assist with their ongoing operations and recovery.

Acting on information received through the PSD, Homeland Security helped initiate a waiver to the Security Officer Registration Act, which allowed private sector companies to bring in security personnel from out-of-state to guard damaged critical infrastructure facilities in New Jersey.
In addition to staffing the PSD, Homeland Security integrated critical partners into SEOC operations, including the New Jersey Food Council, the Fuel Merchants Association of New Jersey, and the US Department of Homeland Security (DHS) Protective Security Advisors.

Homeland Security personnel also assisted the SEOC with closing out hundreds of open resource requests by routing the request to the appropriate agency or, after developing a way to track donations, matching resource requests to available donated resources.

Critical Infrastructure Recovery and Energy Resiliency

Superstorm Sandy damaged some of New Jersey’s critical infrastructure, particularly in the energy sector. Following the storm, Homeland Security assisted other State and regional entities with several infrastructure recovery and energy resiliency initiatives.

As a member of the All Hazards Consortium, which is a network of over 15,000 public and private infrastructure stakeholders in the mid-Atlantic Region, Homeland Security coordinated with DHS and over 30 utilities to expedite the movement of utility vehicles and crews across State borders and through tollgates after Sandy. The expedited process had a positive impact on the rate at which power was restored in New Jersey.
During an October 25, 2012, meeting of the New Jersey Department of Corrections (DOC) Executive Staff, the topic that dominated the discussion was the impending arrival of Superstorm Sandy. Those seated around the table were especially concerned about the possibility that the massive storm was on a collision course with Southern State Correctional Facility in Maurice River Township.

Southern State’s modular trailer units, which housed a significant number of the facility’s more than 2,200 inmates, would be no match for the ferocity of the Superstorm, whose wind speeds were expected to approach 100 miles per hour. A determination was made to relocate inmates to other facilities across the State. With the storm fast approaching, preparations for the evacuation began immediately, as the department’s Division of Operations determined which DOC facilities had vacancies.

Evacuating Prisons

In the early-evening hours of October 26, DOC’s Central Transportation Unit provided more than 50 officers and 13 buses to transport a total of 503 inmates from Southern State to four prisons in various parts of the State – Adult Diagnostic and Treatment Center, Albert C. Wagner Youth Correctional Facility, Garden State Youth Correctional Facility and Mountainview Youth Correctional Facility. The next day, 594 Southern State inmates were transported across New Jersey to Northern State Prison and New Jersey State Prison. A day later, on Sunday, October 28, the evacuation operation was completed, as 675 more inmates were relocated to South Woods State Prison.

In less than 48 hours, a total of 1,772 inmates were moved from Southern State to DOC facilities all over the Garden State. They would safely remain in those facilities until the conclusion of the storm. It was an impeccably coordinated effort. There were no accidents or injuries, and there were no incidents with the inmates. DOC’s Special Operations Group provided security, following buses and providing personnel on the ground to make sure there were no disturbances. Staff from DOC’s Division of Operations were on the scene, making sure everything functioned smoothly. DOC’s Division of Programs and Community Services notified the families of inmates who were evacuated.

That weekend, while the Southern State inmates were being relocated, an additional 466 inmates – 208 on October 26, another 258 on October 27 – were moved from the Residential Community Release Programs in preparation for Superstorm Sandy. Approximately 300 offenders housed in Clinton House, Hope Hall, Garrett House and Fenwick House were relocated to Bo Robinson Education and Training Center.
The movements, which were necessitated due to flooding and structural concerns, were coordinated by the DOC’s Office of Community Programs, as well as the respective Residential Community Release Programs. The operation was carried out smoothly and without any incidents.

Meanwhile, the State Parole Board was making sure that parolees were advised to follow all State of emergency announcements and to notify their assigned parole officer via any communication means available if they had any issues with their approved residence of record. Parolees who were displaced were moved to designated shelters or to a family member’s residence.

Appropriate shelters were identified prior to the storm for housing supervised sex offenders. Parole officers checked local shelters to ensure that sex offenders were not staying in a family or co-ed shelter. A deactivated juvenile custody facility was used to house a larger number of sex offenders. In addition, parole officers were activated and assisted with relocating sex offenders in evacuated areas.

The significant power outages and loss of cell towers prevented the Parole Board’s electronic monitoring officers from receiving alerts. Therefore, throughout the storm, supervisors were stationed at the DOC’s communications center, which was operating with emergency generators, to view alerts and respond accordingly.

**Post-Storm “Evacuations in Reverse”**

Following the storm, the DOC’s evacuation plans essentially were executed in reverse, as the displaced inmates were returned. More than 4,000 inmate movements occurred during the course of the evacuation process. Through an effective emergency plan and implementation, no incidents or problems were reported.

**Pitching in Elsewhere**

In addition to relocating and securing the inmate population, DOC assisted other agencies both during and after the storm. For example, at the request of the New Jersey State Police, the DOC lent support to disaster recovery efforts specifically directed toward security and highly visible patrols along the Barrier Islands. Between November 3 and November 14, DOC’s Special Operations Group assisted the State Police with additional security, patrolling Hazlet Township and the boroughs of Keyport, Port Monmouth, Union Beach, and Keansburg.

“Both James Plousis, Chairman of the State Parole Board, and I remain convinced that the operation could not have succeeded without the dedication of our staffs. Corrections had staff members whose families were evacuated, whose houses sustained significant damage, yet they reported to work every day -- before, during, and after the historic storm. They were willing to place their jobs above everything else.”

- Gary M. Lanigan, Commissioner, Department of Corrections
Emergency Response


Office of Information Technology

The Office of Information Technology (OIT) provides and maintains the IT infrastructure of the Executive Branch. To this end, Superstorm Sandy tested the digital resiliency of New Jersey’s most critical technology assets. In particular, the Garden State Network (GSN) remained operational throughout the Superstorm, providing reliable connectivity between OIT’s data centers and the various State Departments in Trenton and throughout New Jersey, enabling uninterrupted operation of their business applications during the disaster.

Five years later, the GSN and OIT’s data centers are more resilient than ever before, in large part due to New Jersey’s experience during Superstorm Sandy. Since then, business continuity and disaster recovery has been a top IT priority for the Executive Branch to ensure that the State remains prepared for future Sandy-scale events.

Emergency Communications Resilience

OIT’s Office of Emergency Telecommunications Services (OETS) is responsible for maintaining the State’s 9-1-1 network and interoperable radio communications for New Jersey’s First Responders. Superstorm Sandy tested the backbone of New Jersey’s 9-1-1 network before, during, and after the event. OETS’s staff successfully worked around the clock to ensure that First Responders were equipped with the resources necessary to serve their constituents in a timely and dependable manner.

Web Publishing

OIT’s Creative Services Unit was integral to the State’s coordinated messaging efforts with its citizens. During Superstorm Sandy, each State agency had a unique and mission-specific message with related information resources that were critical to connecting constituents with preparedness, response, and recovery resources. OIT managed and dynamically updated content on the Executive Branch’s websites to ensure common and shared situational awareness before, during, and after Superstorm Sandy while enabling easy, user-friendly access to critical online resources.

Hand held radios

Five years later, OETS continues to maintain and upgrade New Jersey emergency communications networks to ensure that First Responders can reliably and securely communicate across jurisdictions and technical platforms. In 2016, thanks to the efforts of OETS, New Jersey was one of the first states in the Nation to roll-out a statewide "Text-to-911" capability to expand the number of ways that citizens can contact First Responders. "Text-to-911" technology, in addition to existing systems, will ensure that constituents are able to make contact with First Responders in future disaster events.
CHAPTER THREE
HOUSING RECOVERY AND DIRECT SUPPORT TO MUNICIPALITIES
Sandy by the Numbers
Housing Assistance

More Than $2.4 Billion in Housing Assistance Distributed

- Approximately $2.4 billion in Federal housing assistance has been distributed to help Sandy-impacted families and communities rebuild houses and rental units devastated by the storm.
- More than $900 million has been disbursed to homeowners in the Reconstruction, Rehabilitation, Elevation and Mitigation (RREM) Program, meaning more than 85 percent of all the dollars expected to be disbursed in RREM have made it to homeowners.
- Of the approximately 7,500 homeowners actively participating in RREM to repair their homes, more than 5,500 have completed construction and another 700 have returned home while construction is completed. Thus, RREM has already helped approximately 6,200 homeowners return to their pre-Sandy homes.

Giving Homeowners The Option To Sell Repetitively Damaged Property

Through New Jersey’s Blue Acres Program, the Christie Administration is giving homeowners the option of selling their properties damaged by Superstorm Sandy in tidal areas of New Jersey at pre-storm value so families can relocate out of harm’s way. In turn, the properties are demolished and then converted to open space, accessible to the public, for recreation or conservation to serve as natural buffers against future flooding.

- Blue Acres has surpassed $100 million in acquisitions of homes in tidal areas affected by Superstorm Sandy or areas that have repeatedly flooded.
- 934 voluntary buyout offers have been made in 14 municipalities.
- So far, Blue Acres has completed 590 property closings and demolished 453 flood-prone properties.
- Additionally, the Program has facilitated short sale/payoff approvals from lenders for 62 homeowners who were upside-down on their mortgage for a total debt forgiveness that surpasses $4.4 million.
Repairing and Replacing Affordable Rental Housing Units

- Projects that will develop more than 6,500 affordable housing units have received funding commitments through Sandy rental recovery programs.
- More than $640 million has been committed to projects through the Fund for Restoration of Multi-Family Housing and the Sandy Special Needs Housing Program, which are projected to create approximately 5,600 affordable units. To date, 45 projects creating more than 3,100 rental units already have been completed.
- $31 million in zero-interest loans have been approved to provide more than 190 affordable housing units in Sandy-impacted communities through the Neighborhood Enhancement Program; 22 of the projects are complete or nearing completion and another 20 projects are under construction or in pre-construction.
- More than 400 Sandy-damaged housing units that will be rented to low-to-moderate income families have completed construction through funding from the Landlord Rental Repair Program and another 230 units are under construction.

Assisting Families with Storm-Related Expenses

While thousands of homes and rental units are repaired, many Sandy survivors have had to juggle mortgage payments, rent, and repair costs. In addition to $190 million disbursed by FEMA for rental assistance, the State implemented critical recovery programs to address this need.

<table>
<thead>
<tr>
<th>Program</th>
<th>Cost</th>
<th>Number of Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>Homeowner Resettlement Program</td>
<td>$203 million</td>
<td>18,589</td>
</tr>
<tr>
<td>Sandy Homeowner and Renter Assistance Program (SHRAP)</td>
<td>$104.1 million</td>
<td>More than 11,000</td>
</tr>
<tr>
<td>Rental Assistance Program</td>
<td>$24.7 million</td>
<td>more than 2,000</td>
</tr>
</tbody>
</table>

“I am extraordinarily proud of what we have accomplished over the last five years by working together. As I toured the State in late October and early November 2012, the task of rebuilding seemed almost too overwhelming to even consider. All of our residents who have really shown the strength and the resilience to bring New Jersey back are the ones who deserve the most credit. And the State just helped to be a partner to our citizens by helping them through a difficult time. It is truly a remarkable accomplishment by all the people involved that have helped New Jersey rebuild.”

– Governor Chris Christie
Housing Recovery and Direct Support To Municipalities
Part One: “Rebuilding Stronger, More Resilient Homes and Communities”

When Superstorm Sandy hit New Jersey on October 29, 2012, the State’s housing sector had never faced catastrophic destruction from a coastal weather event. 127 shelters were opened to accommodate more than 116,000 evacuees. More than 260,000 households sought Federal Emergency Management Agency (FEMA) assistance. Approximately 40,500 owner-occupied and 15,600 renter-occupied homes sustained at least $8,000 of structural damage and more than 18,000 homes had repair costs exceeding 50% of their assessed property value.

New Jersey had never previously responded to a disaster of this scale. But, within days of the storm, nearly 5,000 households were sheltered in hotels and motels, more than one million pounds of food were distributed, 100 crisis counselors were sent to shelters to support victims and informal recovery groups organized. That was just the beginning.

The New Jersey Department of Community Affairs (DCA) played a key role in the chronicle of the State’s recovery. DCA’s expertise in construction and fire codes, housing, local government services, and community development, as well as its experience as the State administrator of Federal Community Development Block Grant funding, made it the natural choice to develop and coordinate the constellation of new Sandy housing recovery programs and initiatives.

DCA is responsible for overseeing the more than 30 disaster recovery programs that were created across State agencies with $4.2 billion in Community Development Block Grant Disaster Recovery (CDBG-DR) funds appropriated to HUD in 2013 for use in New Jersey. To date, $2.5 billion – or 60 percent – of the CDBG-DR funds have already been expended. The remaining funds are obligated for continued home, community planning and critical infrastructure rebuilding/resilience projects.

“It is easy to forget how far we’ve come since October 29, 2012 and easy to regret that the most damaged municipalities do not look exactly like they did before Sandy hit. However, it was more important to build back a stronger, safer New Jersey. Through the tireless efforts of dedicated people at all levels of government and in our communities, the majority of storm displaced residents are back in their homes, thousands of rental units are being created in impacted counties, financially weakened municipalities are regaining or exceeding their pre-Sandy ratable base and local officials are better equipped with tools and strategies to defend against future natural disasters. Although our work is not done, we are building a stronger, more resilient State.”

- Charles A. Richman, DCA Commissioner
Immediate Response to Sandy

In the first days following Superstorm Sandy, safety was the priority. Inspectors from DCA’s Division of Codes and Standards joined local officials as they walked through flooded streets to ensure that unsafe structures were labeled and electricity service was turned off where it was a hazard. In municipalities like Brigantine, they encountered homes that seemed pristine from the front but were heavily damaged or destroyed in the back. DCA staff also established communication with utility companies to let them know when it was safe to restore electric service so that evacuated residents could return to their homes. They worked through Atlantic City in a day and half. After the initial rush to ensure residents’ safety, DCA set up a field office in Toms River to fortify overwhelmed municipalities, many of which had only part-time code enforcement offices and were unable to hire their own additional staff to handle the dramatic increase in work. DCA hired, and made available at no cost, licensed plumbing and electrical inspectors and others with expertise in disciplines that were needed by municipalities. This allowed residents to have their inspections completed timely, helping them move forward with their recovery efforts faster. Overall, approximately 40,000 inspections were completed by these officials.

Creating New Jersey Disaster Recovery Expertise – The Sandy Recovery Division

New Jersey was the first Sandy affected state to submit to HUD an “Action Plan” for the State’s physical and economic recovery. In April of 2013, HUD approved the State’s plan to utilize the $4.2 billion in CDBG-DR funds allocated to New Jersey. DCA established the Sandy Recovery Division, which is dedicated solely to managing the funds and what in due course became more than 30 disaster recovery programs operated through eight State agencies and dozens of non-profit organizations.

Rebuilding Sandy-Damaged Homes

Of those, the Sandy Recovery Division operates six housing recovery initiatives: Homeowner Resettlement Program; Reconstruction, Rehabilitation, Elevation and Mitigation (RREM) Program; LMI Homeowner Rebuilding Program; Tenant-Based Rental Assistance Program (TBRA); Landlord Rental Repair Program (LRRP); and Sandy Recovery Housing Counseling Program. At the height of storm recovery, the Sandy Recovery Division operated nine housing recovery centers, one each in the nine most Sandy-impacted counties, to help applicants understand the recovery process and all of the State’s programs. Everyday, the Division’s goal is to help all housing program participants successfully navigate the programs so that they can recover and move on with their lives.

Preventing Out-Migration by Incentivizing Homeowners to Remain in their Communities

While much of the State was battered by the storm, nine counties bore the brunt of the damage: Atlantic, Bergen, Cape May, Essex, Hudson, Middlesex, Monmouth, Ocean, and Union. Following past disasters, most notably Hurricane Katrina, substantial out-migration of pre-disaster residents created significant economic and social challenges for recovering communities. The Homeowner Resettlement Program incentivized homeowners to remain in the nine counties most impacted by the storm by granting $10,000 to homeowners who agreed to stay in the same county for three consecutive years. Ten-thousand dollar checks were sent to approximately 18,500 eligible homeowners, who used the money to help meet non-construction expenses such as utility bills, mortgage payments, food costs, furniture, and rent for temporary housing. The program was instrumental in helping these 18,500 households remain in their communities to aid in stabilizing the municipal tax base and accelerating a return to normalcy after Sandy.

Spotlight on Recovery: RREM Homeowner Success Stories

Lauren Barcellona on her father’s rebuilt RREM home:

“It creates a sense of security and peace for him to be in the same location as his old house. It has helped him. It is so much better he’s in the same location. He’s home.”

Meghan Massett of Middletown on the RREM Program:

“I’m in a position now to be able to put the storm behind me finally. I am so thankful for what I have. Thank you for my home.”
Tom and Lynda Fote of Toms River on the RREM Program:

“We would never have taken on the expense of elevating the house without the RREM grant program. We needed to go up high enough to put in an elevator. I’m feeling so much more secure than before.”

Patricia and Richard Nicastro on the RREM Program:

“We’re very happy with our home. Our home is beautiful.” Five years on, Superstorm Sandy is still a bad memory, but “our quiet little neighborhood is looking pretty good. Everybody is getting back home. It’s nice to see people coming back.”

Michael and Patricia Buckley rehabbed their Toms River home through the RREM Program:

“We wouldn’t have been able to raise our house in the time that we did without the RREM Program. It wasn’t that hard to do. We can only say good things about that program.”

Educating Homeowners and Renters on the Rebuilding Process

To meet the varied needs of both homeowners and renters who suffered emotional and financial anguish because of the storm, the Department created the Sandy Recovery Housing Counseling Program. The program provides free HUD-certified housing counseling for a wide array of housing-related concerns, including foreclosure prevention, mortgages, budgeting, and rental guidance. As part of the process, counselors develop a customized counseling plan that is specific to the needs of each client. Approximately 4,200 Sandy-impacted households have availed themselves of counseling through the program.

DCA also conducted a robust education initiative to prepare RREM participants to select a private contractor and oversee their construction project. As part of this effort, the Department partnered with the Attorney General’s Division of Consumer Affairs to inform Sandy-impacted homeowners about how to both prevent and navigate contractor performance issues, including criminal fraud.

In order to help homeowners withstand instances of contractor fraud, DCA created a first-of-its-kind CDBG-DR policy to address contractor performance issues. DCA’s policy allows for additional disbursements of funding, up to the maximum $150,000 grant award, in instances of contractor fraud based upon the simple filing of criminal or civil charges of contractor fraud. RREM homeowners who believe they have been defrauded by a contractor must file a complaint with a law enforcement agency (e.g., the NJ Division of Consumer Affairs, local prosecutor’s office, police department, etc.) to report the allegation of fraud. Once a law enforcement agency verifies the claim, the homeowner will almost immediately have access to further CDBG-DR funds to continue their rebuilding project without having to wait for the resolution of a criminal or civil proceeding. So far, approximately $5.37 million has been disbursed to defrauded RREM homeowners under this policy.

Targeted Efforts for Low and Moderate Income Homeowners and Renters

A special effort was made to reach low and moderate income (LMI) homeowners whose financial constraints made their storm-related losses much more acute than homeowners with greater resources. The LMI Homeowner Rebuilding Program was launched in January 2015 to target low- to moderate-income homeowners who may not have applied for RREM but still needed help to rebuild. The RREM program parameters were applied to the $50 million LMI Homeowner Rebuilding. Currently, 111 homeowners have completed construction and $35 million in program funding has been disbursed.

One month after the storm, DCA made 1,000 HUD housing vouchers available to help displaced low and moderate income tenants in the immediate aftermath of the storm. The Department formalized the larger need to help low and moderate income renters with the $32 million Sandy Tenant-Based Rental Assistance (TBRA) Program. The TBRA provides up to 24 months of rental assistance to low- and moderate-income households in the nine counties most impacted by the storm. Households at or below 30 percent of Area Median Income were given priority. Currently, 1,955 LMI renters have benefited from TBRA.

For non-voucher holders, the Department created the Landlord Incentive Program, which began with workshops for property owners interested in receiving rent subsidies to lease immediately available units to Sandy-impacted LMI households who could not afford market.
rate rents. The program was designed to provide rental property owners with a steady revenue stream for at least two years with the guarantee of receiving fair market value rent. Rental property owners receive roughly the difference between 30 percent of the tenant’s monthly income and Federal fair market rents each month.

**Rental Assistance for Homeowners**

Many residents jolted by Superstorm Sandy saw their homes substantially damaged or completely ruined. Rebuilding, repairing, or elevating these homes put a significant financial strain on household finances for the majority. Many residents were no longer able to remain in their homes and were paying both a mortgage and rent for temporary housing while their homes were being repaired. “How do you pay a $900 mortgage and pay a $1,300 rent?” questioned Paulette P., who was helping her son and his wife find temporary housing while their Toms River home was being rebuilt. “You can’t.” The Sandy Rental Assistance Program was launched in March 2015 to help homeowners in this situation.

The program was initially funded with $19.5 million in Federal Social Services Block Grant Disaster Recovery (SSBG-DR) funds, and program applicants were eligible for up to three months of $825 per month in rental assistance, with a three-month extension if necessary. As the extent of rebuilding got under way and the need for assistance continued to grow, the program evolved to meet the needs of residents. In just over a year, the program expanded to provide participants up to $825 for the first month and a maximum of $1,300 for the remaining months of assistance for up to 21 months.

Although these funds were expected to be depleted by April 2017, the need for assistance persisted. The State allocated an additional $12.5 million in Federal CDBG-DR funds to allow the program to continue to help families participating in the RREM and LMI Programs with rental assistance. To date, the rental assistance program has alleviated financial hardships for nearly 2,300 households.

“We did not have that kind of money to pay out especially with a mortgage to pay. So, this really helps you breathe,” said Paulette P. of the rental assistance received while the family was displaced. “Financially you could really drown – and this program keeps that from happening.”

**Repairing Existing Rental Housing Stocks**

The bulk of the State’s rental housing escaped the ravages of Sandy. Still, the storm damaged 21,900 occupied rental units, which accounted for 27 percent of all housing damage. Over 15,600 of those units sustained major damage.

Although rental stock did not suffer the same damage as owner-occupied dwellings, housing choices for all renter households tightened as a result of the storm. The rental housing market was influenced by the sudden need of many displaced homeowners to occupy rental units. Finding a unit affordable to low income renters became exponentially more difficult than it had been before the storm, especially in the coastal counties. DCA held a number of events to facilitate a match between landlords who had available units and housing voucher holders.

The $54 million Landlord Rental Repair Program helped replace and increase the supply of affordable rental housing in communities affected by Sandy. The program was developed to provide up to $50,000 per unit to rental property owners to repair their storm damaged rental properties. The property owner must agree to rent the repaired unit to low- to moderate-income households at approved affordable rents following completion of repairs. More than $23 million has been disbursed to rental property owners and repairs have been completed on approximately 425 rental units.

**Creating New Affordable Housing**

Almost overnight, Superstorm Sandy depleted both owner-occupied and rental housing stock, displacing over 60,000 New Jersey residents and creating an urgent demand for rental units in the towns where many residents were displaced. Those towns, being largely suburban, had a paucity of rental units in relation to the demand. The surge in pricing caused by the limited inventory shut out those without resources to compete: working families, seniors, those with special needs, and the poor. The State’s chief housing agencies (DCA and HMFA) strategically addressed each of these needs through the Fund for Restoration of Multifamily Housing, the Sandy Homebuyer Assistance Program, and the Special Needs Housing Fund.

**The Fund for Restoration of Multifamily Housing**

The Fund for Restoration of Multifamily Housing (FRM) is the largest of several programs dedicated to building affordable rental units in the storm damaged counties to form a lasting foundation for New Jersey in the aftermath of Superstorm Sandy. Since 2013, HMFA has distributed $650 million through FRM, which used Federal CDBG-DR funds to provide zero- and low-interest loans to developers of multifamily affordable housing. Recognizing that the development process can take up to two years, HMFA sought out shovel-ready projects. The first 40 projects were approved in May 2013.

FRM targets the repair and construction of multifamily rental housing for low- to moderate-income residents in the nine most impacted counties. Notably, the program requires that leasing priority be given to qualified Sandy-impacted residents during the first 90 days of any FRM funded project’s lease-up.
Spotlight on Recovery: FRM's Woodrow Wilson Commons Phase III

Woodrow Wilson Commons Phase III in Monmouth County was the first FRM project to be occupied, providing 51 apartments affordable to LMI households.

Before Superstorm Sandy hit, Manny Fountain, who was born with juvenile rheumatoid arthritis and is permanently disabled as the result of a car accident, was living half a block from the Seaside Heights boardwalk. Forced by the storm out of his apartment with just a duffel bag of clothes, Fountain spent the next year sleeping on his uncle's couch and another 16 months in a motel room with no kitchen or access to public transportation while trying to locate affordable permanent housing.

Lynn Townshend, a disaster case manager with Catholic Charities told Manny about Woodrow Wilson Commons. He was given priority as a Sandy-displaced applicant and moved into the new FRM-funded Cornerstone at Lacey apartment community, noting that learning Sandy-impacted applicants would get priority status gave her hope. "I've bounced around and lived with family trying to find a place that would be affordable for me," she said. "Now, I couldn't be happier. I have a beautiful new apartment in a great community, and it's exactly what I was looking for, a place to call home."

Boosting the Home-Purchasing Power of LMI Households Through the Sandy Homebuyer Assistance Program:

It was important for the region's economic recovery to attract new homebuyers into damaged areas. In March 2013, HMFA was allocated $25 million to administer the Sandy Homebuyer Assistance Program (SHAP). The program provided qualified homebuyers with up to $50,000 in an interest-free, forgivable loan to be used to buy a home in one of the nine "Sandy designated" counties, as determined by HUD. The program was designed to boost the purchasing power of LMI households and expand the pool of buyers for new and restored homes in the nine counties. The loan is forgiven if the recipient owner occupies the home for five years. SHAP provided mortgage assistance loans to 347 New Jersey homebuyers.

"Now my home is a beautiful apartment perfectly suited to my needs," he said. "Words cannot express my gratitude and how much I love living here. I am forever grateful to all the people that worked hard to get me here, a place that I can be proud to call home."

"I was shocked and extremely saddened to see the destruction that this storm has caused," Caroline W., who lives in Cape May County, and who received homebuyer assistance said at the time. "It seemed like everything had come to a halt." For Caroline, SHAP "was a great help to many people who struggled through those times. I couldn't be more grateful."

Creating Permanent Housing for Special Needs Populations

As supportive housing has taken a more prominent place in the constellation of housing choices for New Jersey's residents with special needs, HMFA used $60 million in Federal CDBG-DR funds to operate the Sandy Special Needs Housing Fund (SSNHF). SSNHF provides loans for the development of quality permanent housing for special needs populations, as well as victims of domestic abuse, in the State's nine most Sandy-impacted counties.

SSNHF funding has so far helped create 400 permanent supportive units for residents with special needs, with some or all of the units affordable to LMI special needs residents. The State Department of Human Services' Divisions of Developmental Disabilities and Mental Health and Addiction Services have been partners in providing funding for supportive services as well as tenant-based rental assistance for this program. Projects include new construction and/ or moderate and substantial rehabilitation of existing buildings.

For one Ocean County resident, the past several years have been difficult.

"We were facing Sandy, domestic abuse, health issues, mental illness, and job loss," said Anne Healy, who, with her young son, is now residing in an SSNHF-financed supportive housing community in Beachwood, Ocean County. When Sandy hit, the family was living in and managing a Seaside Heights motel one block from the beach and lost everything due to water damage and mold.

"We were in a downward spiral of fear and hopelessness, facing poverty and homelessness," she said. "We were homeless after the storm, bouncing from hotel to couch. One night, my son and I slept on the boardwalk, we didn't have any place else to go." Her new housing provides a "safe and stable home for my son and myself and a chance to live," she said. "We no longer have to fear. There is hope, there is life after Sandy. I truly do not know what we would have done or where we would be."
Housing Recovery and Direct Support To Municipalities
Part Two: “Direct Support to Municipalities”

Department of Community Affairs

Disaster recovery is much more than a massive clean-up operation. Clean-up is a short-term effort. Recovery is a long-term affair. Six months after Sandy, many local governing bodies were still in the throes of clean-up, and had given little thought to how they would approach building back what had been lost. Indeed, many were overwhelmed just trying to get FEMA assistance and respond to the myriad questions and problems posed by their residents.

In drafting the blueprint for the State’s first large-scale recovery effort, DCA solicited advice from Louisiana, Mississippi, and Texas, where repetitive flooding had created a cadre of recovery experts. They became invaluable resources as the Department considered the best way to communicate the trajectory and tools for recovery to New Jersey municipal officials and to help them find their way along that path.

In April 2013, to give exhausted and demoralized municipal officials a forum to share their problems and triumphs with each other and to learn from jurisdictions in states that had been through similar ordeals, the Department conducted a day long ‘community rebuilding’ workshop. The theme of the day was that recovery is a long process. Each speaker talked about an aspect of recovery, from how to use CDBG-DR, zoning and land use issues that should be factored into rebuilding strategies, to suitable rehabilitation and redevelopment tools. Representatives from Mississippi and Louisiana who led those states’ recovery after Hurricane Katrina then took the audience through the recovery stages of repair, restoration, and revival. The community recovery workshop was the catalyst for a grant program to assist towns in planning for their future in ways that reduced their vulnerability to extreme weather events and promoted sustainability.

Direct Financial Support for Local Governments – Community Disaster Loans, Essential Services Grants and Local Match Funding

Sandy’s physical damage caused significant reductions in the revenue base of numerous communities, notably to property tax ratables but also extending to revenue from utilities, beaches, and parking fees. Toms River Township alone experienced a loss of more than $2 billion in property tax ratables due to Superstorm Sandy. The damage and outright destruction suffered by homeowners and small businesses caused a substantial revenue loss in more than 50 municipalities. DCA recognized early on that a key component of the recovery effort would involve financial assistance to local governments to avoid a disruption of essential services.

Governor Christie tours Sea Bright with Former HUD Secretary Shaun Donovan and Mayor Dina Long
Community Disaster Loans

As a preliminary step, DCA's Division of Local Government Services coordinated with FEMA to make Community Disaster Loans available to the financially weakened local governments. FEMA offers the Community Disaster Loan program to any town with a projected revenue shortfall of at least 5 percent. These loans assist local governments that have experienced a disaster-related revenue loss that significantly compromises their ability to deliver essential services. DCA conducted extensive outreach to struggling municipal officials and gained the Department of Education's cooperation to do the same with school boards. Consequently, DCA was able to make $111 million in Community Disaster Loans available to 60 towns and school districts.

Local Match Funding

In January of 2013, FEMA began to make Public Assistance funds available to New Jersey towns to defray the cost of storm related emergency expenses up to 90%. In 2016, DCA established the Non-Federal Cost Share (Local Match) Program to cover some or all of the remaining 10 percent cost share paid by local governments to FEMA – approximately $1 million in some cases – for projects covered under the FEMA Public Assistance Program. Eligible projects included debris removal, demolition of structures that were an imminent hazard, repairs to local infrastructure, sandbag levees, emergency pumping, and emergency sheltering, among others. To date, nearly $31 million has been disbursed to 41 local governments and school districts under the Local Match program.

The State's mixture of financial and technical support to stabilize municipal coffers and normalize operations achieved concrete results for Sandy-stricken communities. Many affected communities have seen their ratable bases largely recover and, in some cases, exceed pre-Sandy levels. An examination of tax ratable data for 57 municipalities along the Shore and Bayshore showed that a majority (35 municipalities or 61%) have regained at least 95% of their pre-Sandy ratable income. Of those, 26 (46%) have a larger ratable base today than they did pre-Sandy; a vigorous recovery considering the scale of damage. In addition, the issuance of new housing construction permits in these communities has more than doubled since 2012 and increased over 26% since 2015. The strength and pace of the wide spread rebound affirms the value of developing multifaceted recovery tools and supporting local capacity building to both plan and implement disaster recovery strategies.

Supporting Local Government Permit and Inspection Offices

Storm recovery is a strain on local officials who must see to clearing roads, debris and other emergency business while communicating with distressed residents looking for direction from their community leaders. Among those officials on the front lines are the code officials, who must determine when it is safe for displaced residents to return home after a storm that causes structural damage, flooding, and loss of power. As repairs and rebuilding occur, they must inspect and certify the safety of the construction. The intensity of the construction activity after Sandy put considerable pressure on local code staffs; most towns could not keep up with the requests for inspections or zoning permits as residents sought to return to their pre-storm lives. To help beleaguered municipalities and struggling residents, DCA lent its inspection staff, and CDBG-DR funds were allocated for the Code Enforcement and Zoning Code Enforcement Grant programs to provide financial support to municipalities for salaries and overhead related to the enforcement of State building codes and local development and zoning code regulations.

The Zoning Code Enforcement Program helped 17 municipalities improve the capacity of their zoning offices to manage the workload generated by storm-related activities. Eligible municipalities demonstrated a reduced assessment on 100 or more properties or a 10% increase in zoning application filings directly related to Superstorm Sandy.

The program enabled municipalities such as Brick Township, which experienced 2,600 property assessment reductions, Toms River Township, which had a backlog of 1,751 zoning permits, and Union Beach, which had a backlog of 1,984 units, to expand business hours, add staff, and buy equipment. Zoning permit backlogs in Sandy-impacted communities have recently stabilized, allowing the towns to return to pre-storm staffing and hours.

Driving Innovation in Local Planning – Post Sandy Planning Assistance Grant Program

The Post Sandy Planning Assistance Grant (PSPAG) Program was established to encourage storm-damaged municipal and county governments to identify risks and vulnerabilities associated with natural disasters and develop mitigation strategies that reduce or eliminate long term risks. The program made $13 million available for local governments to hire licensed professional planners to identify problems and then develop responsive strategies and tools focused on resilient rebuilding, sustainable economic growth, and overall preparedness. The program was open to all municipalities in the nine entitled counties that sustained a ratable loss of at least one percent or $1 million due to Superstorm Sandy.

Planning Assistance grants made it possible for 44 towns and four counties to adopt policies that will greatly enhance their ability to withstand future disasters. Although a number of grants paid for

Essential Services Grants

Even with the FEMA loan, 20 municipalities and school districts faced ratable shortages that would compel officials to cut back on essential services; public safety, public works, and education. For the local units that could not afford to maintain those vital services, DCA established the Essential Services Grant (ESG) program. After three years and an infusion of $132.5 million in ESG funding, those 20 governing bodies returned to pre-storm or near pre-storm revenue levels.

Sea Isle City

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Enforcement and Zoning Code Enforcement

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“Basic” planning tools like the development of GIS mapping programs, debris management plans, floodplain management plans, hazard mitigation plans, and emergency operation plans, they also offered the opportunity to get expert analysis on repetitive loss, and recommendations for urban design resiliency strategies, green design and environmental standards.

While the planning grants will primarily yield long-term benefits, some immediate benefits are worth noting. The planning documents produced under the PSPAG program will support the reduction of flood insurance premiums under the Community Rating System (CRS) used by the National Flood Insurance Program (NFIP). Grants enabled six municipalities to seek initial participation in the CRS or enhance ratings under previously approved participation.

One town with 775 NFIP policyholders will see a 25 percent reduction in flood insurance premiums, amounting to a combined amount of almost $170,000 in annual savings.

The Statewide and Regional Planning Assistance Grant (SRPAG) Program also provided $1.7 million to support applied research initiatives and land use modeling efforts that advance statewide and regional resiliency planning. Three research universities (Rowan University, New Jersey Institute of Technology, and, jointly, the University of Notre Dame and the University at Buffalo) were selected from among 11 submitted proposals. Each of the projects leverage planning and engineering best practices to customize computer models that will enable local officials to launch emergency protection measures against imminent storms as well as undertake long-range comprehensive resiliency planning on a regional or statewide level.

Specifics for each of the research projects include:

- **Rowan University:** implemented a user-friendly, web-based tool for storm simulations to test how well existing and proposed flood control and other hazard mitigation measures hold up against different storm intensities. Mitigation measures include proper siting of infrastructure, such as pumping stations and power stations, to ensure that they continue to function during storms; land use planning and zoning; and transportation planning for efficient and safe evacuation routes.

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- **NJIT Center for Resilient Design:** demonstrated applied research tools in three target municipalities of Atlantic City, Neptune, and Newark, representing a range of city sizes, capacities, regional environmental differences, vulnerabilities to weather disasters, and demographic conditions. The tools will help the target communities collect and organize information about infrastructure and other areas to assess their resources and challenges to determine if there is potential to implement a microgrid, which is a small-scale power grid that can operate independently or in conjunction with the main electrical grid. The tool has already been successfully employed in Hoboken.

- **University of Notre Dame and the University at Buffalo:** implemented, for selected regions in New Jersey, a rapid risk assessment dashboard called CyberEye, which is a web-based tool to support real-time hurricane scenarios, including the effects of wind, waves, and surge. CyberEye can perform swift executions of revised scenarios based on updated storm information, providing valuable information in real time that enables decision makers to take preemptive action that can save lives and mitigate property damage.
CHAPTER FOUR

PROVIDING EMERGENCY HEALTH & SOCIAL SERVICES
Sandy by the Numbers
Support for Health and Social Services

The State’s Departments of Human Services, Health and Children & Families have operated dozens of recovery programs and initiatives targeting post-Sandy health and social service needs through the $227 million Social Services Block Grant (SSBG) provided by the Federal Department of Health & Human Services. To date, more than $200 million of SSBG funding has been expended as follows:

• Approximately 60,000 people have received behavioral health screenings.
• More than 15,000 people have been screened for increased blood lead levels, including those at highest risk – children under six, pregnant women, and professionals working to rebuild Sandy-affected communities.
• Nearly 414 mobility impaired individuals facing home accessibility challenges have been approved for funding through the Ramp Rebuild, Replacement and Installation Program.
• The Recovery and Rebuilding Initiative has treated more than 3,588 individuals in detox, medically enhanced detox, and short-term residential treatment programs.
• Over 7,100 people have received additional legal/financial literacy, psycho-educational and support group services at Family Success Centers.
• Over 5,400 people received assistance through the Nursing Support Program which assures the well-being of children and families that come to the attention of the State as high risk for child health concerns.
• More than 10,300 people received psychosocial services provided in schools, camps and community locations.
When Superstorm Sandy hit the New Jersey coastline, there were nearly 10,000 residents who needed immediate emergency shelter, food and emotional support services.

The Department of Human Services (DHS) is the lead agency for regular and disaster Federal Social Services Block Grant (SSBG) funding. Working with its sister Departments of Children & Families and Health, a coordinated plan for use of $227 million in Federal SSBG funding was developed. New Jersey used Federal SSBG funding to ensure social service gaps created by Superstorm Sandy were ameliorated. To that end, the three departments worked collaboratively to structure a plan for the effective and efficient delivery of needed services to the most impacted areas of the State.

The Departments engaged with their respective stakeholder groups in the most impacted counties. Meetings were held throughout the State that solicited input from the County Departments of Human Services and a wide array of community voices. Using local knowledge of the storm’s impact and learning from the research on the experiences of other disaster impacted areas such as New Orleans, Louisiana and Joplin, Missouri, stakeholder groups articulated the needs of Sandy-impacted communities in New Jersey.

The DHS Post-Sandy Plan focused on two types of programs:

1. Community-wide programs available to all members of the community in the highly-impacted areas, including but not limited to clinical counseling, service coordination, and outreach; and

2. Programs addressing uncovered costs related to the storm’s damage of home or property, including household repairs, restoration of accessibility enhancements, and short-term housing subsidies for residents for whom no other financial assistance is available or where gaps exist.

SSBG funding has been essential in preserving the social services safety net in the areas most impacted by Superstorm Sandy.

Superstorm Sandy Social Services Support and Recovery

In the storm’s aftermath, many families discovered that certain storm damage would not be covered by home insurance or Federal relief funds.

Thousands of homes needed to be raised, repaired, or completely rebuilt in order to be habitable again. This meant that families needed
help to temporarily or permanently relocate or to afford short term rental or home repairs. As a result, many residents who had never previously required State-offered social services were suddenly searching for assistance.

In collaboration with other State agencies, DHS launched a variety of programs to advance residents' storm recovery efforts. These included:

- Housing Related Services
- Behavioral Health/Mental Health Services
- Substance Abuse Treatment
- Home Repairs for Seniors and People with Disabilities
- Ramp Repair or Replacement for Accessibility
- Protection from Financial Exploitation
- Legal Services

Disaster Case Management

The Disaster Case Managers program was coordinated through Catholic Charities of Trenton. Case managers helped families navigate through multiple recovery agencies. As of October 31, 2015, there were 7,797 cases referred to Catholic Charities. The FEMA grant funding the program ended October 30, 2015.

However, Catholic Charities-Trenton was awarded a small grant from the Robert Wood Johnson Foundation to supplement disaster case managers and provide other resources to Sandy-impacted households. This funding was used to maintain its case-management capability by covering the cost of the five disaster case managers, establish a rebuilding specialist unit to provide case management in dealing with the various programs and contracts during rebuilding and embed a mental health clinician in the Disaster Case Management Program to assist survivors in need of mental health services.

“Disaster Case Managers were a critical social service support for New Jersey residents impacted by Superstorm Sandy. As individuals and families worked toward storm recovery, they had access to professionals that guided them to programs and services that addressed a variety of needs.”

– Governor Chris Christie

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“We had a tremendous impact on 7,200 families, helping them through the complex recovery process. The value of the case manager is that he or she knew the eligibly criteria, deadlines, and program rules for many different programs. For people in the middle of a disaster, that was a huge help.”

– Syreeta Gararini Division of Family Development, Project Manager for New Jersey’s Disaster Case Management Program

The Ramp Rebuild, Replacement and Installation Program

Sandy survivors included many residents who have disabilities that affect their ambulation or mobility. In many cases, existing accessibility ramps were washed away or damaged beyond repair by the storm.

Accessibility is essential to the lifestyle and livelihood of people with disabilities. Their ability to work, engage in community activities, and feel safe in their homes depends upon ease of access.

To assist these individuals, DHS dedicated $4 million in SSBG funding to its Division of Disability Services to create the Ramp Rebuild, Replacement and Installation Program. Through the program, modular ramps made from metal, wood, or fiberglass were custom built to meet the person’s or family’s needs. The program also offered vertical platform and stair lifts.

To date, nearly 300 homes have been fitted with ramps or lifts, facilitating and expediting these residents’ Sandy recovery.
“For individuals with disabilities and their families, these ramps play a critical role in determining when they can safely move back home.”

– Joseph Amoroso Director, DHS’ Division of Disability Services

“The guys who installed my ramp worked all day, even in the snow to install the ramp. “I am so very grateful.”

– Maria Jacot

“After the storm, our caregiver and I had to carry my wife in and out. Somehow we managed, but a ramp will certainly make things a lot easier.”

– Joseph Tomlinson

Spotlight on Recovery: Ramp Rebuild, Replacement and Installation Program Recipients

The first recipients of the State’s Ramp Rebuild, Replacement and Installation Program were Joseph and Aldea Tomlinson of Point Pleasant Beach. During Sandy, water came pouring into their home, causing major damage to the home and destroying the make shift ramp that Joseph had built for Aldea following her stroke years ago.

When the Tomlinsons applied for the ramp program, the house had mostly been repaired, except for the ramp.

“The ability to enter and egress a residence safely is critical for people with disabilities,” said Joseph Amoroso, Director of the Division of Disability Services, who went to the Tomlinsons home before the new ramp was built. “Having a ramp will give the Tomlinsons back their independence, safety and self-sufficiency.”

“This would be such a blessing,” said Joseph Tomlinson after submitting an application. “Since the storm, our caregiver and I have had to carry my wife in and out. Somehow we’ve managed, but a ramp will certainly make things a lot easier.”

Sophia uses several mobility devices, including a stroller, wheelchair and a gait trainer.

Sophia’s father had applied to the ramp program in February 2014, which initially only constructed ramps. For the family, a ramp was not feasible and unsafe with the home’s elevated new design. Once the home elevation was completed, however, DHS had expanded the ramp program to include construction of vertical platform lifts, one of which was successfully installed in the family's garage. The lift is a much safer alternative for the family than carrying Sophia in and out of the home, and up and down the stairs.

During the post installation visit, Sophia was able to operate the lift all by herself and was smiling and laughing the whole time.

Sophia is just one of the many applicants for whom this program was designed. Sophia now has the ability to access her home independently and Sophia’s parents have the comfort of knowing that she is safe.

Legal Services of New Jersey – Sandy Legal Assistance

Throughout New Jersey, individuals and families encountered a wide range of legal issues related to the effects of Superstorm Sandy. There were a variety of legal concerns, such as landlord-tenant disputes, foreclosures, FEMA denials, insurance claims and in some cases, contractor fraud.

Within the first two weeks of the storm, Legal Services of New Jersey (LSNJ) began providing free legal assistance to New Jersey residents who were affected by the storm. LSNJ still operates as the major legal assistance provider in New Jersey for Sandy survivors.

Since Sandy, DHS has provided Legal Services with SSBG funding that helped provide legal assistance to more than 2,400 individual households in more than 1,165 cases.

Legal Services participated in more than 500 outreach and legal clinics in New Jersey, to ensure that Sandy survivors were aware of free legal assistance for storm-related issues.

“The help you gave was tremendous. The service was fantastic. The advice I was given was spot-on. I appreciate everything that LSNJ did to help me.”

– David McKelvey, Brick

Sandy Homeowner/Renter Assistance Program

Estelle, a hairdresser from Little Egg Harbor, saw her home sustain serious damage. Because she had to pay both rent and mortgage payments, she struggled to keep up with her bills and slipped into arrears. Through DHS’s Sandy Homeowner/Renter Assistance Program (SHRAP), Estelle received assistance with over $5,000 in back mortgage and past gas and electric bills.

SHRAP was a temporary relief program to assist individuals and families experiencing a housing crisis resulting from Superstorm Sandy.

Michael and Diana Finnegan’s home was rendered uninhabitable and the family was effectively homeless. Their home was flooded with up to 5.5 of Raritan Bay water. The Finnegan family had to endure massive amounts of repairs

“When LSNJ is part of the safety net that kept me going when I felt like giving up. Thank you for the dedicated service to me and others like me.”

– Barbara Dowlen, Brick
and renovations, including elevating their home. They credit SHRAP for being able to manage during this difficult time.

SHRAP provided voucher payments to select vendors for essential household items, such as replacement of furniture and appliances and it also provided direct payments to mortgage companies, landlords and utility companies for current and overdue payments.

The program was time-limited to six months and provided up to $15,000 of assistance per family or individual.

Through SHRAP, 11,019 unduplicated households received assistance totaling more than $104 million in SSBG funding.

### Sandy Home Repair and Advocacy Program

In November 2013, DHS created the Sandy Home Repair and Advocacy Program using $10 million in SSBG funding to help seniors and individuals with disabilities whose primary homes still had damage from Superstorm Sandy. As of June 30, 2017, the program helped 1,489 individuals and families restore their home and property to a livable, safe condition.

One homeowner had boats in her front yard following Superstorm Sandy. Regina Yahara-Splain’s home is across the street from the bay and a marina. Five boats from the marina were carried across the street, landing on her property, causing severe damage. Through this program, new windows were installed in her home and the damaged garage was restored.

The Sandy Home Repair and Advocacy Program helped with debris removal, electrical work, interior repairs, mold remediation, plumbing, property repairs, restoration of heating and cooling systems, roofing, and windows and doors. The program also included advocacy through home repair coordinators assigned to each county to help homeowners with the application, identifying contractors, and organizing and approving the work.

### Mental Health Supportive Housing Program

DHS created its Sandy Mental Health Supportive Housing Program to provide housing assistance and wraparound services to people with mental health and substance issue disorders who were displaced by Superstorm Sandy.

By June 2017, the program had served almost 300 people. This program worked with rental subsidies recipients to move toward self-sufficiency. Support services included referrals to physicians, transportation to medical appointments, assistance with legal and child custody issues, financial planning, and independent living skills assistance.

Almost $16 million in SSBG funding was awarded to seven agencies to provide treatment: Cape Counseling, Career Opportunity Development, Inc., Collaborative Support Programs of New Jersey, Integrity House, Jewish Family Services of Atlantic and Cape May counties, Triple C Housing, and Preferred Behavioral Health of New Jersey.

Shirley, a homeless woman who struggled with co-occurring substance abuse and mental health issues, joined the Integrity House program in 2014 and turned her life around. Now, she has a place to live and a job after learning employment skills in the program.

Channell Lyles also credits the Sandy program and Integrity House for providing her with support and guidance.

“Thank you, thank you, thank you! The staff and the provider REALLY came through for me! As you know I am a disabled widow and could not afford to replace my windows and fix my garage. You not only arranged for the money, but put me in touch with qualified vendors. Thank you again & God bless.”

- Regina M. Yahara-Splain

Highlands

“I’m happy that I have this program. It allows me to have a roof over my head and has taken me on trips/places I have never been before. It is more to life and I am blessed to be here because of you guys.”

- Shirley

“I believe the support that I received was a major thing for me. I believe that I have come a long way in my journey of life. This gave me the opportunity to go to school, be happy and take care of my child.”

- Channell Lyles
“I just try to get up every day and be grateful and be happy for what I do have,” said Channell.

“When I first came to the program I was sick because I was addicted to drugs. It was hard for me to understand the concept that I was hurting everybody else as well as myself,” Channell added, referring to her former homeless days.

The Recovery and Rebuilding Initiative

DHS dedicated $10 million to its vital Recovery and Rebuilding Initiative (RRI), which provided detoxification and short-term residential services for people with substance abuse disorders who lived in one of the counties severely impacted by Sandy.

During the duration of the three-year initiative, about 3,600 people received assessment and treatment services.

The DHS Division of Mental Health & Addiction Services (DMHAS) contracted with five DMHAS-licensed addictions providers that had co-located detoxification, medically enhanced detox and short-term residential services.

Almost 800 unduplicated consumers were served through RRI in State fiscal year 2014. This generated 1,839 total level-of-care authorizations including:

- 363 assessment authorizations
- 674 detoxification authorizations
- 802 short-term residential authorizations

In the aftermath of Sandy, like many disasters, many people’s substance use disorders worsened, often times due to a combination of financial and personal concerns. In 2015, the number of unduplicated consumers served doubled to almost 1,600. This generated 3,614 total level-of-care authorizations including:

- 1,033 assessment authorizations
- 969 detoxification authorizations
- 1,612 short-term residential authorizations

By February 2016, another 1,192 unduplicated consumers were served. This generated 2,541 level-of-care authorizations, including:

- 684 assessment authorizations
- 864 detoxification authorizations
- 993 short-term residential authorizations

Outside of the grant, New Jersey Hope and Healing also operated a mental health crisis helpline, which was advertised on a fleet of more than 200 NJ TRANSIT buses.

On May 13, 2013, New Jersey received an $11.5 million grant from FEMA, which allowed DHS’s Disaster and Terrorism Branch (DTB) to expand the New Jersey Hope and Healing program to provide counseling and outreach services. The outreach initiative, which ended in February 2014, served more than 500,000 people during and after Sandy.

On Dec. 6, 2012, New Jersey received nearly $2 million in Federal Emergency Management Agency (FEMA) grant money for New Jersey Hope and Healing, an extended crisis counseling program for survivors of Superstorm Sandy.

Some survivors were rescued from their homes, some were living in shelters, some on their friends’ couches. Some had no flood insurance and no means to rebuild. Even those who were not evacuated suffered the emotional aftermath that accompanies a disaster that damaged their homes and uprooted their lives.

In addition to the Hope and Healing counselors, DTB, through a special certification system, trained more than 600 volunteers, known as disaster response crisis counselors, from throughout the State to provide emotional support after a disaster. The counselors, many of whom left their own storm-damaged homes to help, met survivors at Disaster Recovery Resource Centers, in their neighborhoods, town halls, churches, libraries, hospitals, at support groups, daycare centers, restaurants, stores, civic centers, and anywhere else where people needed help.

DTB Director Adriene Fessler-Belli noted that the counselors were prepared to be deployed because Governor Chris Christie made sure DTB was involved directly with the State Office of Emergency Management in planning for the storm.

Research shows that the emotional impact of a disaster can linger long after the physical damage is repaired.

With their neon vests shining like a beacon in the dark, the 200 crisis counselors that were part of Hope and Healing canvassed severely affected neighborhoods in the days immediately after the storm and continued for months to help Sandy survivors deal with the damage that goes beyond bricks and mortar.
Outreach and support efforts promote resilience through use of good support systems and coping techniques, including sharing feelings, maintaining routine, and seeking professional advice if necessary.

The FEMA grant allowed Division of Mental Health and Addiction Services and its New Jersey Hope and Healing partners – the Mental Health Association in New Jersey, Barnabas Health Institute for Prevention, Family Service Association in Atlantic, and Family Service Bureau of Newark – to continue providing community outreach, emotional support, crisis counseling, and referral services.

The grant also funded The New Jersey Disaster Mental Health Hope and Healing Helpline, which was open seven days a week.

In addition to supporting adults who were faced with financial, emotional, and sheltering challenges, the storm also affected the stability of children who were displaced or anxious from the upheaval.

Hope and Healing launched a Sandy Wave Riders Children’s support program in Seaside Heights. Sandy Wave Riders was a six-session, special psycho-educational curriculum developed by the Mental Health Association of New Jersey with professionally trained counselors. It allowed families to learn important life lessons and skills such as facing fears, celebrating success, the importance of support systems, and lessons of hope.

**Early Intervention and Support Services Program**

Early Intervention Support Services (EISS) provided short term mental health services and outreach to adults with a serious mental illness who were experiencing significant emotional or psychiatric distress and were in need of immediate intervention in the aftermath of Sandy.

EISS offered crisis intervention and crisis stabilization services in a setting that was an alternative to hospital-based emergency room treatment.

EISS’s goal was to stabilize people in crisis to prevent hospitalization. EISS programs in Sandy-impacted counties saw an increase in the utilization of their diversionary, early intervention programs, specifically in two of the most impacted counties, Monmouth and Ocean.

With $1.7 million in funding, DHS’ Division of Mental Health & Addiction Services contracted with Monmouth Medical Center and Ocean County Mental Health Services to provide treatment to 1,013 people.

“The extensive physical damage from the rare superstorm was immediately evident, with storm-beaten homes, buildings and scattered debris featured extensively in national and international media.”

“Less evident, but no less significant, was the emotional impact and distress that such a traumatic event can create.”

~ Adrienne Fessler Belli
Director,
DHS’ Disaster & Terrorism Branch

“Early Intervention Support Services (EISS) provided short term mental health services and outreach to adults with a serious mental illness who were experiencing significant emotional or psychiatric distress and were in need of immediate intervention in the aftermath of Sandy.”

~ Renee Burawski
Chief of Staff, Division of Mental Health and Addiction Services

“It was extremely important in the hardest-hit areas from Superstorm Sandy to get people who were in crisis the services that they needed in order to divert them from more costly services like inpatient hospital settings.”

“The consumers were grateful to get the intensive intervention.”

~Renee Burawski
Chief of Staff, Division of Mental Health and Addiction Services
Providing Emergency Health & Social Services

Part Two: “Heroes in Health Weathered the Challenge”

Department of Health

As New Jersey watched the path of Superstorm Sandy, the New Jersey Department of Health activated its Emergency Operations Center with Department staff prepared to assist communities, health care facilities, and first responders with emergent health needs. Hospitals began implementing emergency plans and evaluating high risk locations. The Department of Health worked with healthcare facilities to assess critical resource demands and identify needs.

Pre-Storm Preparations

The night before Superstorm Sandy slammed into New Jersey’s coast, more than 40 ambulances from eight counties evacuated Hoboken University Medical Center, which later flooded and was without power for a week. Hours after Sandy struck, patients in Palisades General Medical Center in North Bergen were rescued between tidal cycles by ambulances deployed by first responders. Fifteen long-term care facilities were also evacuated. More than 500 first responders and 136 ambulances from four states—Indiana, Vermont, Maryland and Pennsylvania—answered New Jersey’s call for assistance and remained in the State for nearly two weeks.

“There were many heroic examples that demonstrated New Jersey was ‘stronger than the storm,’ uniting us to recover and rebuild,” said Christopher Rinn, the Department’s Assistant Commissioner of Public Health Infrastructure, Laboratories and Emergency Preparedness. “New Jersey’s diverse health partners — many of whom responded to the crisis despite personal property losses — rose to the challenge during one of the worst natural disasters the State has faced.”
Helping Ease the Burden at Hospitals

Hospital Emergency Departments were inundated with people seeking shelter, warmth and power to run oxygen concentrators and charge cell phones. Hospitals operated for days on generator power. Newark Beth Israel Medical Center and St. Barnabas Medical Center performed six life-saving transplants in three days on generator power. Hackensack University Medical Center delivered a baby boy in its Mobile Satellite Emergency Department (MSED) that moved around the State to treat 1,500 injured and displaced residents.

For a week or more after the storm, while hospitals were without power and fuel was running low, Federal fuel deliveries were prioritized hospitals so they wouldn’t run out of generator fuel. New Jersey also responded to a call for help from New York and deployed its MSED to support a community hospital that was out of service.

For days during and after the storm, Ambulance Strike Teams rescued people who were trapped in Atlantic City, Union Beach, the Barrier Islands, and elsewhere. Two paramedics in New Brunswick rescued a family of three whose home was consumed with carbon monoxide fumes.

The county-based Medical Reserve Corps units, which are comprised of nearly 700 retired health care professionals, volunteered 12,000 hours of service. Thirty of those volunteers in Monmouth County worked at two county shelters. “Without these dedicated volunteers, we could not have delivered the high level of service to residents who were so negatively impacted,” said Michael Oppegaard, Monmouth County Emergency Management Coordinator.

The Department of Health requested assistance from Federal responders – nurses and doctors that are part of the Public Health Service - to staff and provide supplies and clinical support for medical needs at State-operated shelters and stand up a Medical Needs Shelter for the first time in New Jersey.

CVS Pharmacy mobile vans traveled to shelters to renew prescriptions for displaced shelter residents in need of cholesterol lowering drugs and medication for diabetes and high blood pressure.

Department social workers helped families of children with special needs who were in crisis because there was no electricity to power medical devices, phone lines were down, and doctors’ offices were closed. Suzanne Miltenberger of Ventnor, a Department social worker and mother of three (including two children with special needs), reported to work for nearly a week while living in a hotel.

“I felt an immense responsibility to go back to work just to be available to my families if they were to call,” recalled Miltenberger, the Special Child Health Services case management unit coordinator in Atlantic County. “I would at least be a familiar voice to talk them through what we all were going through. I didn’t want my families to say they weren’t able to reach me when they didn’t know where else to turn.”

Lessons Learned

The Department of Health strengthens its emergency preparedness with every event. After Sandy, the Department conducted several public education campaigns on carbon monoxide poisoning, the increased threat from West Nile Virus because of flooding and debris piles with standing water, and the need for homeowners and recovery workers to wear protective gear and remove mold.
Carbon Monoxide Poisoning

An important lesson learned was the need for more public education about the dangers of carbon monoxide (CO) poisoning and landscaping safety. In the two weeks following Sandy, nearly 400 patients were treated for CO exposure in New Jersey Emergency Departments, while only 14 patients were treated for exposure in the two weeks prior to the storm. And, tragically, there were five carbon monoxide deaths in the months after the storm because of improper use of portable generators.

Dangers Posed by Downed Trees

New Jersey utility companies reported more than 116,000 destroyed or damaged trees — more than any previous storm on record. Removal of downed tree limbs and uprooted trees and working around lowing-hanging wires was hazardous: six service workers died during or in the aftermath of Superstorm Sandy, three of whom were in the landscaping industry. Following the storm, the Department’s Environmental and Occupational Health staff contributed to national educational efforts on the dangerous conditions landscaping and other service workers face during storm cleanup. They often function as first responders as they clear roads and provide access for emergency vehicles. The Department also issued hazard alerts in English and Spanish to educate workers about storm cleanup and wood chipper safety.

Screening for Elevated Lead Levels

Federal recovery dollars were used to help thousands of residents through increased screening for elevated lead levels and referrals for treatment for behavioral health problems associated with displacement and recovery challenges. Funding was targeted to the nine most affected counties — Atlantic, Bergen, Cape May, Essex, Hudson, Middlesex, Monmouth, Ocean and Union.

Stronger Now

New Jersey’s health system is stronger five years later after learning from the experience, and enhancing the Department’s operations, planning and preparedness, response and recovery strategies. As a coastal State, New Jersey will again encounter hurricanes, flooding, wind damage and power outages that will pose a threat to public health and safety. But, the Department stands ready to apply lessons learned from Sandy to ensure the health and safety of New Jerseyans in a time of crisis.
Providing Emergency Health & Social Services
Part Three: “Protecting Our Most Vulnerable”

Department of Children & Families

Remembering Superstorm Sandy and its wake conjures up many emotional images: destroyed homes, downed power lines, flooded roadways, uprooted trees, and vehicles waiting for hours in long lines at gas stations. But, often obscured from view are the storm’s hidden effects and victims. These victims - the displaced homemaker, the suddenly homeless family, the traumatized child – were the focus of the New Jersey Department of Children and Families’ (DCF) efforts, bringing aid to the State’s impacted children and families in the weeks and years following the storm.

It was important to quickly identify areas of need that DCF could uniquely address and apply its resources efficiently. Acting efficiently and in coordination with fellow departments helped ensure that DCF funding and services reached people in need. Coordination efforts included sharing expertise, data, and knowledge, and consultation with Federal partners, other State agencies, community partners, children, and families. To expedite recovery efforts, DCF strove to avoid “red-tape” and time-consuming regulatory changes. Superstorm Sandy challenged DCF to secure its operations and assist in efforts to return to normalcy for children and families.

DCF specifically focused on the social and psychological effects experienced by storm survivors. In the five years covering both the initial response and later recovery, the Department reached nearly 27,000 children, 6,300 families, as well as many other populations such as displaced homemakers, foster families, and a host of professionals. As of August 2017, DCF has aided more than 66,000 storm-affected individuals.

DCF’s Initial Storm Preparations and Reaction

Over the past decade, DCF has relied on a historical data-driven approach to develop sound policy and valuable programs. The same holds true for DCF’s response to Sandy.

Before Superstorm Sandy reached New Jersey, and in the weeks following, DCF examined how other states responded to disasters, combed through data collected from prior disasters in New Jersey, and studied both social and academic research on disaster challenges. This helped the Department make informed and data-driven policy decisions, which shaped its initial response, set the groundwork for long-term recovery strategy, and led to the adoption of policies guiding New Jersey’s response to future disasters.

The centerpiece of DCF’s recovery efforts was the Child Task Force. This interdisciplinary group of community partners focused on the needs of children and families and met weekly with State government departments and Federal liaisons. The task force developed immediate, short-term, and long-term solutions for children and families impacted by the storm, and coordinated response efforts.

The task force identified crisis counselors and child specialists to provide immediate help at FEMA Disaster Recovery Centers, developed an infant and early childhood behavioral specialist directory containing more than 90 volunteers, and helped procure emergency shelters for children.
Building Post-Sandy Family Resiliency

Providing long-term recovery services required DCF to adjust its efforts to meet ever changing community needs. Recommendations from the Child Task Force coupled with analytical data guided DCF’s decision to direct nearly $48 million in grants received from the Federal government to programs and efforts focused on three targeted areas that were most vulnerable in the wake of a large-scale disaster: strengthening families and preventing child abuse; preventing domestic violence and exploitation; and building resiliency to support long term recovery.

Strengthening Families and Preventing Child Abuse

Programs to increase home visitation, educate pediatricians and increase services at family success centers led the Department’s efforts to strengthen families and prevent child abuse. DCF’s Family Success Centers proved invaluable to families facing the greatest challenges from Superstorm Sandy. The public’s reliance on Sandy-created Bayshore Family Success Center is representative of the role that family success centers played throughout the State. The center served over 2,500 families since its humble beginnings in a library. Dedicated staff and family volunteers connected each family to important resources – utility assistance, food, heating supplies, and more. When families were stretched financially and emotionally, the center provided critical stability, financial literacy courses, emotional support, and a respite from stress. Throughout the State, DCF’s Family Success Centers were an essential resource and emotional safety net for communities.

Building Long-Term Family Resiliency

To address overall child protection, DCF established several outreach points to connect children in affected areas. These included schools, extra-curricular programs, and helplines. Critical to this effort was 2ND FLOOR, a youth helpline operated by DCF partner 180 Turning Lives Around, Inc. Within the first two months, the 24-hours a day, seven days per week helpline fielded more than 1,000 calls from youth seeking aid and stability. Social Services Block Grant funds supported school and community-based psychosocial intervention programs to help kids cope with social, psychological, and family stress from Superstorm Sandy. DCF also conducted risk and needs assessments, helping the State better anticipate and respond to a greater demand for mental health and domestic abuse services.

Preventing Violence and Exploitation

To mitigate violence and exploitation, DCF provided services to domestic violence, sexual assault, and human trafficking survivors, as well as educated the community about these social ills with funds from both SSBG and the Family Violence Prevention Services Act supplemental Federal funding. Utilizing other resources, DCF recognized the need to have victims of domestic violence shelter in place and, to address that need, DCF provided natural gas powered emergency generators to nine shelters to help mitigate the effects of future disasters. Since then, DCF now requires emergency generators in requests for proposals for shelter, congregate care, and residential services.

New Strategies and Policies Adopted To Further Strengthen New Jersey’s Children and Families

DCF made significant regulatory changes as a result of Superstorm Sandy to position the Department to tackle future disasters and unmet needs. The changes ensured regulated social service providers with responsibility for children — child care centers, family child care homes, residential facilities, group homes, youth shelters — develop disaster plans.

In addition, to ensure DCF can quickly remobilize and apply what it learned from Superstorm Sandy in the event of another disaster, Commissioner Blake issued an Administrative Order (AO) in 2017 establishing infrastructure for future convenings of the State-Led Task Force on Children in Disasters and Emergencies. The Task Force can be reconvened under the AO to bring State, Federal, and local government representatives together with community provider organizations to facilitate open communication and coordination on the provision of services to victims of public health emergencies.
Providing Emergency Health & Social Services
Part Four: “Sheltering Animals and Maintaining the State’s Agriculture Assets”

Department of Agriculture
Household Pet Sheltering

When disaster strikes, the New Jersey Department of Agriculture (Agriculture) is responsible for all animals, not just livestock. And a big part of that mission is ensuring that people who are being evacuated to emergency shelters have the ability to bring their animals with them or be confident that their pets are safe and secure in an approved animal shelter. Pets are every bit members of a family, and a huge lesson learned from Hurricane Katrina in 2004 was that people will sometimes stay in harm’s way rather than leave a pet behind, putting themselves and emergency responders that may have to rescue them at risk of life and limb.

The responsibility for sheltering all animals would prove to be among the most difficult, yet most important, roles that Agriculture played in preparing for and responding to Sandy. Without the volunteer-based County Animal Response Teams (CARTs) that were the backbone of the Sandy animal-sheltering effort, it would not have been possible at all. Those volunteers put their own needs in a disaster on the back-burner in order to ensure that no resident faced a choice between leaving a pet behind or staying and risking his or her own life.

The CARTs proved to be among Sandy’s success stories. Operating co-located animal shelters in numerous locations where human shelters were established enabled a more orderly and cooperative evacuation, as residents knew their pets’ needs would be met, as well as their own.
Innovating New Jersey’s Pet Sheltering Post-Sandy

Agriculture saw the opportunity to enhance its pet-sheltering success post-Sandy by using Federal funding to work with the New Jersey Office of Information Technology and Rutgers University to develop the first-in-the-nation Animal Emergency website.

Through www.animalemergency.nj.gov, the State’s pet-owners are able to quickly obtain animal sheltering information in one location that will allow them and their pets to shelter in the event of another emergency. The website provides an interactive mapping feature that allows a visitor to enter their current location and immediately find the nearest pet shelters, feed stores, animal hospitals and other animal-care resources. Information about each county’s CARTs and offices of emergency management, and directions on caring for animals before, during and after an emergency are also available on the website.

Protecting Livestock During and After Sandy

The Department also worked post-Sandy to update its agreements with various county fairgrounds and other venues (Horse Park of New Jersey, Monmouth Park, etc) where livestock can be taken if the need arises to move them from farms and out of harm’s way. For those animals that must be sheltered in place on their farm, but where the farm is without power for several days, Agriculture coordinates the movement of water for those animals through the nearest volunteer fire companies.

These efforts have all been integrated into the planning of Emergency Support Function 6 (Mass Care Sheltering and Feeding), as Agriculture works closely with other State agencies in planning for the sheltering needs of residents and their animals.

Protecting the State’s Food Stocks After a Disaster

Mycotoxin Testing

Farmers, aquaculture operators, and those who fish for a living are no strangers to difficulties brought on by weather. With Superstorm Sandy’s coastal path, brute-force winds and massive tidal surges, not only was the product of sea harvesters at risk, but so was the infrastructure on which they had built their entire livelihoods. And, any powerful storm that dumps water on a farm field always raises concerns for agricultural producers. Besides knocking plants over and bringing the food parts we eat into contact with the ground, the standing water from torrential rains can foster the growth of natural contaminants like mycotoxins. In the immediate wake of Sandy, Agriculture increased mycotoxin testing at its labs to help farmers sustain their markets, and the Department has kept up an increased presence in that arena ever since to ensure the protection of these vital food sources.

Community Food Stores

An additional part of Agriculture’s support role in sheltering is coordinating the movement of food from the State’s two US Department of Agriculture warehouses to shelters in need of additional food. This coordination occurred for the first time ever in Hurricane Irene and then was repeated in Superstorm Sandy. Post-Sandy, Agriculture worked with the USDA and the New Jersey Department of Human Services to further refine and formalize the process for moving food from the warehouses to emergency shelters to be prepared for meals with the aid of chefs from large food-distribution centers like the Community Food Bank of New Jersey.

Secretary Fisher tours facility where bulk food is distributed in boxes

Agriculture Secretary Douglas Fisher discusses operations at the Monmouth County emergency animal shelter site with Dr. Shari Silverman and Monmouth County CART leader Christine Seminerio
Providing Emergency Health & Social Services
Part Five: “Restoring Normalcy for School Children”

Department of Education
The Importance of Schools
The Administration recognized the importance of making schools operational in the early aftermath of Superstorm Sandy, not just for use as shelters, but for resuming classes to restore normalcy for children and parents alike. Many children suffered emotional trauma in the wake of Superstorm Sandy, and one of the best ways to alleviate those effects was to return them to the secure routine of the school day, surrounded by friends and teachers. Furthermore, schools provided struggling and displaced parents the time they needed to coordinate emergency repairs to damaged homes and to work with insurance companies and government agencies. Schools also provided the community a focal point for recovery. For that reason, the Department of Education (DOE) was a key part of recovery efforts from the onset – with a goal of helping to restore normalcy by getting children back into the classroom. Despite the widespread devastation caused by Sandy that forced the closure of 60 percent of the State's schools, the DOE helped 99 percent of schools re-open within 16 days of the storm's landfall.

A Coordinated Effort Reliant on Communication
Key staff on the DOE's Sandy recovery team worked tirelessly after the storm struck, including Saturdays and Sundays. As the first order of business, the DOE's county offices established clear lines of communication with virtually every school district superintendent by any means possible: phone, email, or text. They quickly identified issues facing local schools:

- Did they experience major or minor storm damage?
- Did downed trees block access to schools?
- Are they without power?

The information helped the DOE and districts coordinate with FEMA and other State agencies to quickly begin the work of school-based recovery.

DOE as Post-Storm Facilitator for Displaced Students
Superstorm Sandy displaced more than 116,000 residents within New Jersey's borders, while thousands more left for other states: 2,432 went to friends and family in Pennsylvania, 2,189 went to New York, and even Florida received 517 displaced New Jersey residents.

DOE staff worked with FEMA and the Red Cross to collect information on displaced students, many of whom were staying in makeshift shelters operated by counties, municipalities, churches, or other nonprofits. School buses were made available to transport displaced children from shelters to school.
Town Halls

One of DOE’s tools to assist school districts was the town-hall approach to communications. In the first week after Sandy struck, the DOE arranged for a series of regional meetings so officials from FEMA, the Army Corps of Engineers and the State Police Office of Emergency Management could help local school officials navigate through the process of obtaining funds for repairs. The first such town-hall meeting was held at Jackson Liberty High School in Jackson Township, Ocean County – which was still without power.

The DOE worked with the Department of Community Affairs to arrange for local school officials to learn about FEMA’s Community Disaster Loan program, which is designed to offset the loss in tax revenues due to a drop in the school’s ratable base caused by the storm. In all, $111 million was made available to New Jersey municipalities, government agencies, and 16 school districts.

Project SERV – Funding Storm Expenses

The DOE also worked to provide local school officials with information on Project SERV, which provided funds to help with storm-related expenses such as custodial fees or busing for displaced students. More than $2 million was distributed to 29 school districts to help offset Sandy expenses and maintain a sense of normalcy for students in Sandy-impacted communities.

Governor Christie visits Craig Elementary School in Moonachie on their first day of school after being damaged by Sandy.
CHAPTER FIVE
PREVENTING ENVIRONMENTAL HAZARDS AND IMPROVING FLOOD RESILIENCE INFRASTRUCTURE
Preventing Environmental Hazards and Improving Flood Resilience Infrastructure

Department of Environmental Protection

Sandy by the Numbers
DEP-Led Flood Resilience Upgrades Across the State

Through the Department of Environmental Protection’s leadership, New Jersey has seen billions invested to upgrade existing flood infrastructure and create new flood resilience projects in response to Sandy. The accomplishments to date are nothing short of outstanding:

• Beach Restoration and Dunes: For more than four years, the State has been working closely with the U.S. Army Corps of Engineers on a massive undertaking to repair and improve beaches, and to build the most comprehensive and continuous coastal protection system it has ever had.
  o DEP is working with the Army Corps to build 11 new coastal and flood protection projects statewide. These projects, which will cost more than $1 billion, will help create an engineered, comprehensive shore protection system along the Atlantic coast, while also bolstering protections on the Delaware Bay coast, Raritan Bay, Sandy Hook Bay, and tidal portions of the South River and the Passaic River.
  o A $96.8 million beach and dune construction project in Cape May County (encompassing beaches in southern Ocean City, Upper Township, and Sea Isle City) is complete.
  o A $140.4 million project to construct beaches and infrastructure in Monmouth County (Loch Arbour, Allenhurst, Deal, and Long Branch) is complete.
  o A $151.8 million beach and dune construction project covering 12.7 miles of beach on Long Beach Island is complete.
  o A $42 million seawall and boardwalk project along Absecon Inlet is under construction in Atlantic City.
  o Work has begun on a $64 million beach and dune construction project on Absecon Island (Longport, Margate, Ventnor, and Atlantic City).
  o A $42 million seawall and boardwalk project along Absecon Inlet is under construction in Atlantic City.
  o Work has begun on a $128 million beach and dune project for Northern Ocean County (for all towns from Point Pleasant Beach to Berkeley Township).
  o The Army Corps also completed the repair and restoration of all of the pre-Sandy coastal protection projects along the Monmouth, Ocean, Atlantic, and Cape May counties coastline at a cost of $345 million.

“Every mile of shoreline, from Cape May all the way to the Bay Coast, will have storm protection, dunes, or other systems that will protect us from the next storm that may attack New Jersey and its residents, its economy, and our livelihood. The Shore must remain a place where we can bring our children and grandchildren to enjoy the things that really make New Jersey an incredibly unique and wonderful place to live and to raise a family.”

– Governor Chris Christie
The Army Corps and DEP also are advancing studies of other flood-prone areas throughout the State, including South River, Shrewsbury River, the Highlands, NJ/NY Harbor, and New Jersey backbay communities.

- **Flood Hazard Risk Reduction**: As part of the rebuilding process, the State has prioritized projects that will reduce the risk of flooding from future storm events. The State has leveraged funding from FEMA, the U.S. Department of Housing and Urban Development’s Community Development Block Grant – Disaster Relief Program, the Department of the Interior, the Federal Highway Administration, and the State’s Shore Protection Fund to help municipalities pay for critical storm resiliency projects. Completed and ongoing projects across the State include:
  - Sea Bright Sea Wall
  - Mantoloking and Brick Steel Sheet Piling
  - Coastal Resiliency Projects
  - Reusing Dredged Material to Restore Salt Marshes and Protect Communities
  - Building Ecological Solutions to Coastal Community Hazards
  - Enhancing Liberty State Park’s Marshes and Upland Habitats
  - Comprehensive Flood Mitigation Projects Along The Hackensack & Hudson Rivers
  - Belmar’s Lake Como Discharge Piping System
  - Brigantine Pump Stations
  - Little Ferry Tide Gate and Pump Station
  - Wildwood Stormwater and Flood-Control Project
  - North Wildwood Stormwater and Flood-Control Project
  - Stone Harbor Stormwater and Storm-Surge Mitigation Project

- **Additionally, in April 2015, Governor Christie announced a $202 million resiliency project that will bolster storm protection for Union Beach, which is located along the Raritan Bay, and was one of the communities hardest hit by Superstorm Sandy.**
  - The massive flood control project – funded by Federal, State and local contributions – will consist of construction of levees, flood walls, tide gates, and pump stations. The project also will rebuild beaches, dunes, and groins, which are jetty-like structures that are designed to slow loss of sand from beaches. In addition, more than 25 acres of degraded wetlands will be restored to help better absorb flood waters.

- **New Jersey Rebuild by Design (RBD) Projects**: In October 2014, HUD awarded $380 million to New Jersey for two RBD projects, which must be completed by September 2022. HUD approved this Community Development Block Grant – Disaster Recovery funding as part of its national Rebuild by Design Competition. The RBD Hudson River Project ($230 million) will protect the Hudson River region, including Hoboken and parts of Jersey City and Weehawken. In September 2016, the Christie Administration marked another milestone in making New Jersey more resilient against storms such as Superstorm Sandy by announcing a preferred alignment for construction of the Rebuild by Design Hudson River project. The border between Hoboken and Weehawken and the southern end of Hoboken, adjacent to Jersey City, are low-lying areas that acted as funnels for flooding during Superstorm Sandy. Storm surge rushed through these two areas and joined forces to cause flooding from the inland side of Hoboken, effectively creating a temporary island on the Hudson River. The RBD Hudson flood-resistance structure will provide flood protection for communities and for critical infrastructure, including the North Hudson Sewerage Authority. The flood protection project will be designed to blend in seamlessly with the urban streetscape and enhance the quality of life in the area.
  - The RBD Meadowlands Project ($150 million) will protect Little Ferry, Moonachie, Carlstadt, Teterboro, and South Hackensack. The project is currently evaluating three alternatives and expects to reach a preferred alternative in the fall of 2017.

**DEP Pre-Storm Preparations**

As Sandy approached the mid-Atlantic coast, forecasts of how large the storm would be and where it would make landfall varied wildly, from Tropical Storm to Category 2 Hurricane, from Cape Charles, Virginia to Fire Island, New York. Some models even showed the storm would turn out to sea.

With so much disparity in the forecasts even just 24 hours before Sandy made landfall in New Jersey, it was particularly challenging for the Department of Environmental Protection (DEP) to identify the top priorities for pre-storm planning and to develop response plans. So, DEP mobilized staff across all programs staged resources in multiple parts of the State and prepared for a worst-case scenario.

DEP ensured storm preparation activities were underway at the State’s four nuclear power reactors—moving and securing equipment, verifying remote shutdown panel communications, protecting spare equipment required for recovery, staging sump pumps and sandbags, and ensuring availability of emergency supplies. DEP Radiation Safety experts maintained close contact with plant operators PSEG and Exelon before, during, and after the storm to monitor their status and actions.

DEP closed State parks, forests, and recreation areas statewide, not only to protect visitors, but also so that staff and equipment could be staged where they could provide the greatest assistance after the storm.
DEP Actions During the Storm

As Sandy closed in on New Jersey, key DEP personnel and subject matter experts gathered at the Regional Operations Intelligence Center in West Trenton to provide technical expertise, recommendations, and overall support to the Office of Emergency Management (OEM), as well as at DEP headquarters, prepared to ride out the storm and direct the response. Staff in different parts of the State also were ready to respond as needed, as soon as DEP knew where to direct resources. Power outages and damages to cell phone towers led to some communications challenges and uncertainty whether DEP was getting the most accurate data from areas where the storm was hitting the worst, but throughout the night DEP experts monitored reservoirs, dams, water supply and wastewater treatment facilities, nuclear plants, and major contaminated sites, while also providing real-time analysis of flood maps to support State Police assessments of potential high water level locations.

As soon as it was safe to do so, DEP mobilized staff - boots on the ground - to every town affected by the storm to assess damages, triage needs, identify and mobilize resources, and to return a sense of normalcy as quickly as possible.

As October 29 became October 30, the Bergen County towns of Moonachie and Little Ferry were flooded by the Hackensack River. The record high storm surge over topped and went around the berms that previously protected the towns, causing significant flooding. DEP coordinated with State Police and OEM to identify staging locations for rescue equipment to get into the towns - which were under four feet of water - to get the residents out to safety. DEP worked with the New Jersey Meadowlands Conservation Trust and the contractors to complete repairs to the berms in less than a week, bringing them back to pre-storm elevation in time to handle a nor’easter that would hit just a week later.

Spotlight on Disaster Response: Enormous oil spill cleaned along the Arthur Kill and local streams

During the height of the storm surge, two tanks at the Motiva Sewaren terminal facility ruptured, spilling 378,000 gallons of ultra-low-sulfur diesel fuel into the Arthur Kill, Smith Creek and Woodbridge Creek—the second largest oil spill in New Jersey history.

Even before the storm had passed, DEP worked with the unified command under the U.S. Coast Guard to address the spill. Contractors immediately went out to put booms in place and begin vacuuming oil, first in the Arthur Kill and then in local streams.

DEP Short-Term Response and Recovery Actions

As soon as it was safe to do so, DEP mobilized staff - boots on the ground - to every town affected by the storm to assess damages, triage needs, identify and mobilize resources, and to return a sense of normalcy as quickly as possible. The two major challenges DEP faced were the extended power outages and severe flooding that affected critical infrastructure throughout the State.

In response to the Governor's clear direction to expedite repairs to critical public infrastructure, such as roads and bridges, Commissioner Martin promptly signed an Administrative Order temporarily easing paperwork requirements that could have delayed such repairs.

At the height of DEP's response, nearly 100 wastewater treatment plants serving about 3.5 million people in all 21 counties reported treatment or operational issues due to Sandy, with damages estimated to be more than $3 billion with treatment or operational issues. About 70 water supply facilities also were in distress. With a few notable exceptions, most facilities did not suffer structural damage; the challenge was the widespread power outages and uncertainty about how long they would last, requiring that they operate on backup power. These facilities are required to keep 24-48 hours of backup fuel on hand, but nearly all the facilities that lost power were without power for a week.

Governor Christie issued an Executive Order declaring a water emergency. It was the first time in New Jersey that water restrictions were required not due to a lack of water, but in order to limit the volume going into the stressed wastewater treatment plants.

A total of 35 water systems were subject to Boil Water Advisories in the wake of Sandy, affecting 362,200 people. Fewer than five of those advisories were triggered due to flooding impacts to source water or treated water; the vast majority were the result of utility power disruptions affecting operations.

DEP, working with State Police and the National Guard, led the effort to keep generators and fuel available for uninterrupted operation, and assisted with interconnections. 30 generators were dispatched and ran 24/7 for 14 days. DEP helped coordinate the transport of 35,000 gallons of diesel per day for 10 days.

Passaic Valley Sewerage Commission

Passaic Valley Sewerage Commission (PVSC) is the fifth-largest wastewater treatment plant in the country, serving 1.4 million people in Essex, Bergen, Hudson, and Passaic counties. PVSC experienced significant operational problems and had to completely shut down, during which time more than 500 million gallons per day of untreated wastewater was discharged into nearby waterways, including the Passaic River. DEP assisted with outreach to alert customers that the treatment plant was not functioning and that water use restrictions were in place to minimize the impacts. DEP also worked with industrial partners, who cooperated to limit the amount of industrial waste going to the plant. Over the course of several weeks, DEP was onsite and worked with PVSC, USACE and contractors to make sure that necessary equipment was available and repairs were being made. While PVSC was managing its sludge using temporary equipment due to the damage to the plant, DEP conducted odor surveys throughout the Ironbound section of Newark, Jersey City, and Bayonne to make sure these areas were not affected, and conducted daily testing of the waters affected by PVSC.

In the wake of the unprecedented damage PVSC sustained as a result of Superstorm Sandy, the agency developed a recovery and resiliency plan to protect the plant against future significant weather events. A $500 million FEMA-funded resiliency/plant hardening program was approved in 2015. It includes:

- Construction of Two Flood Walls ($75 million)
- Plant-Wide Replacement and Relocation of Standby Power Plant ($118 million)
- Construction of a 34-Megawatt On-Site Standby Power Plant ($118 million)
- Plant-Wide Replacement and Relocation of Switchgear and Motor Control Centers ($84 million)
- Construction of Two Flood Walls ($75 million)
• Plant-Wide Replacement of Electrical Cables and Utility Tunnel Bulkheads ($71 million)
• Construction of Storm Water Pumping Stations ($39.5 million)
• Construction of and Upgrades to Storm Water Collection System ($19.4 million)
• Construction of East/West Electrical Substations ($10 million)

**Beaches/Shore Protection**

Beaches up and down the Jersey shore suffered significant damage from Sandy, but inspections carried out after the storm found that engineered and maintained beaches fared significantly better than those that were not, and the homes and businesses in those towns were better protected. DEP worked with United States Army Corps of Engineers (USACE) to complete $345 million in repair projects for previously engineered beaches along the coast.

**Spotlight on Disaster Response: Getting debris off the streets**

After Sandy, FEMA estimated that 6.2 million cubic yards of debris plus 2 million cubic yards of sand needed to be removed from streets and land across the affected areas.

Recognizing the importance of removing debris quickly to reassure the public that life would begin to return to normal, DEP immediately tasked dozens of staff from across programs to go out to each municipality to assist with identifying sites to serve as Temporary Debris Management Areas (TDMAs), and quickly permitting them. DEP assigned Single Points of Contact to work as liaisons with municipalities to assist them with their status and needs, and also to monitor debris removal contractors and debris monitoring operations. DEP ultimately permitted more than 300 TDMAs, enabling debris to be quickly moved off the streets, into the TDMAs, and out of the TDMAs to landfills or out-of-state facilities.

To increase waste-hauling capacity, DEP issued Temporary Solid Waste Vehicle Registrations to 249 companies for nearly 1,300 pieces of equipment. DEP identified multiple sites to stage thousands of storm-impacted vehicles.

Cleanup of waterway debris - including everything from lawn chairs to sunken boats to even houses – also was a massive undertaking.

Among those parks suffering the greatest damage were Liberty State Park and Island Beach State Park. At Liberty, the entire park was under six feet of water, significantly damaging the historic Terminal Building, the ferry slip, and the Hudson River Walkway. Island Beach sustained severe beach and dune erosion as well as the destruction of boardwalks and other infrastructure.

Despite the enormous damage done across the entire State park system, all parks were reopened within 90 days of the storm.

**Shellfish Beds**

As soon as practical following the storm, DEP performed water quality sampling and shellfish tissue sampling to assess damages to the State’s shellfish beds. Based on the results of that testing, all shellfish beds in the State were reopened less than six months after Sandy.

**State Parks**

Almost all of New Jersey’s State parks and forests suffered some storm-related damage, with 35 sustaining heavy damage to both lands and trees and to buildings and other infrastructure, including roadways and trails. Storm surge and severe inland winds damaged or destroyed buildings, docks, bulkheads, dunes, vehicles, equipment and utilities, and over 300 miles of trails.
Preparing for the Next Storm: Long-Term Planning and Flood Resiliency Improvements in New Jersey

To ensure that New Jersey is better able to weather future superstorms, DEP has been working every day since Sandy to improve the State’s ability to protect life, property, and infrastructure and to ensure that the State is well prepared to quickly recover from future storms. These efforts have included moving people and property out of harm’s way, creating a comprehensive coastal protection system, and working with a wide variety of partners to increase the resilience of critical infrastructure.

Creating the State’s First Comprehensive Shore Protection System

For more than four years, the State has been working closely with the U.S. Army Corps of Engineers (USACE) on a massive undertaking to repair and improve beaches, and to build the most comprehensive and continuous coastal protection system that the State has ever had. These projects, which will cost more than $2 billion, will help create an engineered, comprehensive shore protection system along the 127 mile Atlantic coast, while also bolstering protections on the Delaware Bay, Raritan Bay, Sandy Hook Bay and tidal portions of the South River and the Passaic River.

Beach engineering and dunes projects are already complete in Cape May County (Ocean City, Upper Township and Sea Isle City), Monmouth County (Loch Arbour, Allenhurst, Deal and Long Branch) and Long Beach Island, with work underway in Absecon Inlet, Longport, Margate, Ventnor, Atlantic City and several towns in Northern Ocean County.

The shore protection system includes everything from a steel sheet piling wall in Brick and Mantoloking, to a rock sea wall in Sea Bright, to five major new engineered beaches and dunes in dozens of coastal communities. In addition, USACE is designing and constructing comprehensive flood control projects in Union Beach and Port Monmouth, two of the communities hardest hit by Sandy.

Blue Acres Program Home Seller on Her experience in 2015:

“The Sandy Blue Acres program provided a way out of the flood zone, and the draining cycle of flood damage, loss, and recovery that my family experienced. I am happy to have closed that chapter in my life before experiencing any more major flooding events. I couldn’t be more thankful for participating in the Sandy Blue Acres buyout program. It was the best option for my family. We continue to recover from the losses that we experienced, but it feels very good to be safely resettled on higher ground.”

— Woodbridge resident Monique Coleman

Spotlight on Disaster Recovery: Building Smarter Communities Through the Blue Acres Acquisition Program

Through New Jersey’s Blue Acres Program, the Christie Administration gives homeowners the option of selling their properties damaged by Superstorm Sandy in tidal areas of New Jersey at pre-storm value so families can relocate out of harm’s way. In turn, the properties are demolished and then converted to open space, accessible to the public, for recreation or conservation to serve as natural buffers against future flooding.

Demolition of Coleman house in Woodbridge

To date, Blue Acres has surpassed $100 million in acquisitions of homes in tidal areas affected by Superstorm Sandy or areas that have repeatedly flooded. Voluntary buyout offers have been made to 934 homeowners in 14 municipalities. So far, Blue Acres has completed 980 property closings and demolished 453 flood-prone properties. Additionally, the Program has facilitated short sale/payoff approvals from lenders for 62 homeowners who were upside-down on their mortgage for a total debt forgiveness that surpasses $4.4 million.

The Christie Administration re-affirmed its commitment to moving families out of harm’s way by reallocating another $75 million in CDBG-DR funds to the program to support approximately 250 more buyouts in flood-prone areas in the years to come.

Rebuild by Design

DEP is leading two “Rebuild by Design” projects, also funded by HUD, to provide flood protection to Hoboken, Jersey City and Weehawken along the Hudson River waterfront and to the Meadowlands area near Little Ferry, Teterboro, Moonachie, and Carlstadt. HUD is providing a total of $380 million for the two DEP-led projects, with a required 2022 completion deadline.

Restoring Marshland Habitats

The U.S. Department of Interior has provided more than $7 million in matching grants for coastal resiliency projects. The State is providing $6 million. The projects include the re-use of dredged materials to restore 90 acres of salt marsh for Avalon, Stone Harbor and Fortescue, and the creation and improvement of Liberty State Park’s 40 acres of salt marsh and 100 acres of upland habitat in Jersey City.
CHAPTER SIX

RESTORING AND REBUILDING TRAFFIC AND TRANSIT NETWORKS
Five years ago, Superstorm Sandy slammed into the New Jersey coast, delivering a force of nature that resulted in traffic and transit infrastructure damage that turned much of the State’s coastline into a battleground. It was under these conditions that the employees of the New Jersey Department of Transportation (DOT), NJ TRANSIT, and its other partner agencies prepared for the worst, endured the full brunt of the storm, and then quickly executed recovery plans.

Highlights of work performed by DOT’s maintenance forces in the immediate aftermath of the storm include:

- Removing 4,425 truckloads of debris from State and local roads from Sea Bright to Seaside Heights.
- Cleaning 3,780 dump truck loads of sand, which was returned to depleted beaches.
- Filling three breaches between Mantoloking and Point Pleasant, including one that was 400 feet wide in Mantoloking where County Route 528 crosses over Barnegat Bay to connect with Route 35. DOT maintenance forces closed the breach on Saturday, November 3, just five days after the storm hit.
- Installing 600 feet of steel sheet piles at the Mantoloking breach to reinforce the ocean side of Route 35.
- Repairing and restoring nearly 1,100 traffic signals around the State by Wednesday, November 7.

The storm interrupted the lives of nearly every New Jersey resident and had a profound impact on the way in which the DOT, NJ TRANSIT and its other partner agencies prepare and respond to weather emergencies. DOT realized that, while its levels of preparedness for previous storms Hurricane Irene and Tropical Storm Lee were adequate, a storm of the magnitude of Sandy provides extraordinary clarity for planners to evaluate what measures worked well and where improvements are still needed in the long term recovery.

“When the State is in crisis, the DOT is on the ground to make sure that law enforcement and other emergency first responders can do their jobs. In the five years since Superstorm Sandy left its indelible stamp on New Jersey, DOT and NJ TRANSIT are readier than ever for a catastrophic event. We are focused on hardening our infrastructure and we are routinely fine-tuning our planning efforts. Natural disasters cannot be prevented and will always present unforeseen challenges, but with a solid organizational structure, decisive leadership, and a dedicated staff, they can be effectively managed.”

-Richard T. Hammer, Commissioner of the Department of Transportation
Time line of DOT Pre-Storm Preparation

Experiences from Hurricane Irene and Tropical Storm Lee were crucial in helping prepare for Sandy. In the days leading up to Sandy’s landfall, DOT acted to:

- Clear storm inlets;
- Check on tree cutting equipment;
- Assess fuel levels;
- Review contra-flow plans where, to facilitate an evacuation, all lanes carrying traffic (even in the opposite direction) on key routes are used; and
- Communicate expectations with the construction industry.

The following is a time line of specific critical pre-storm preparation by DOT.

- **Tuesday, October 23**
  A full week before Superstorm Sandy arrived in New Jersey and while the storm was still spinning its way across the Caribbean Sea gathering strength, DOT began preliminary storm planning. Departmental units involved in the anticipated response met daily to discuss readiness needs. Meetings and conference calls included participation from the Federal Emergency Management Agency, the Federal Highway Administration, leadership at USDOT, other State agencies, weather experts, NJ Highway Administration, leadership at USDOT, Emergency Management Agency, the Federal Operations and Intelligence Center was activated and fully staffed. The Regional Operations and Intelligence Center was activated and staffed by representatives from all pertinent agencies.

  Tolls were suspended on the Atlantic City Expressway westbound and on a significant portion of the Garden State Parkway northbound (from Cape May to the Driscoll Bridge) to accommodate local residents who were evacuating the coast and moving inland.

  Already aware that strong winds and storm surge would accompany the storm, NJ TRANSIT implemented a gradual system-wide shutdown of all bus, rail, light rail and Access Link paratransit service, starting at 4 p.m. Sunday evening and continuing through 2 a.m. on Monday morning.

- **Monday, October 29**
  By late afternoon, the Parkway was closed to traffic from just south of the Driscoll Bridge all the way to Cape May. The Newark Bay Hudson County Extension (Exits 14-14C), which stretches from the Turnpike mainline to the Holland Tunnel, was also closed. By 4:00 p.m., there were already 131 storm-related incidents of flooding and downed trees on State highways, and the storm had not yet made landfall. And the worst was yet to come, with the 130-mile New Jersey coastline square in Sandy’s cross hairs.

- **Saturday, October 27**
  Governor Christie declared a statewide emergency, activating the State Emergency Operations Plan and broadening the authority of State Police to control traffic, issue evacuation orders, and limit travel into and out of impacted areas.

- **Sunday, October 28**
  Preparations were complete. The Statewide Transportation Management Center was activated and fully staffed. The Regional Operations and Intelligence Center was activated and staffed by representatives from all pertinent agencies.

  Tolls were suspended on the Atlantic City Expressway westbound and on a significant portion of the Garden State Parkway northbound (from Cape May to the Driscoll Bridge) to accommodate local residents who were evacuating the coast and moving inland.

  Already aware that strong winds and storm surge would accompany the storm, NJ TRANSIT implemented a gradual system-wide shutdown of all bus, rail, light rail and Access Link paratransit service, starting at 4 p.m. Sunday evening and continuing through 2 a.m. on Monday morning.

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Response & Recovery

**DOT – “New Jersey’s 1st First Responder”**

Not surprisingly, for a storm of such incredible size and sheer power, damage was widespread and severe. Trees were knocked down by the thousands, taking down electric and other utility lines throughout the State, and rendering hundreds of State roads and public transit routes impassable. Millions of New Jersey residents were without heat and power for days, or, in many cases, more than a week.

The downed trees and wires, along with localized flooding, sinkholes and washouts snarled traffic on roadways statewide. DOT was fully mobilized with all hands on deck, including contractors to assist clearing trees and repairing traffic signals.

More than half of the DOT-maintained traffic signals along State roads were dark in the immediate aftermath of the storm due to loss of power or damage.

The severity of Superstorm Sandy covered roads from Sandy Hook to Seaside Heights with anywhere from four to 10 feet of sand. Before police, fire and other emergency services could access an impacted area, the roads had to be cleared.

Recovery efforts could not begin in earnest until DOT restored mobility to the affected areas. And, as a result of its tireless, around-the-clock efforts, DOT earned the moniker, “New Jersey’s 1st First Responder.”

- **Tuesday, October 30**
  As the winds started to subside on Tuesday, October 30, DOT and its partner agencies spread out to assess damage and start the recovery process. More than 850 DOT employees were at the ready, including electrical forces and bridge inspectors, and another 425 contractors joined the emergency response effort.

  DOT mobilized 15 bridge inspection teams to assess the condition of our structures. Almost all were without structural damage, including the major bridges to the barrier islands (Route 37 to Seaside Heights, Route 72 to Long Beach Island and Route 52 to Ocean City).

- **Wednesday, October 31**
  DOT established a coordinated approach to assess, recover and respond. By the end of the day, every tree that had fallen on State highways had been cleared away, except for those involving downed wires.

  Another critical task was to clear the mountains of sand and debris from our highways to create access for utility companies and other recovery workers. DOT crews began a round-the-clock effort clearing sand and debris from the southbound lanes of Route 35 in Ocean County.

- **Thursday, November 1**
  A passable north-south route along the entire peninsula was created. The northbound lanes of Route 35, which are closest to the ocean, were far more clogged with sand and debris and required a longer effort to clear.

  Of the 2,500 traffic signals owned by DOT, approximately 1,100, or 44 percent, were damaged by wind, water or sand and were in need of repair. Within two weeks of the storm, repairs were completed on all but a few dozen signals.
• Friday, November 2
DOT strategically deployed crews to clear sand and debris. Crews on Route 36 in Sea Bright were working their way to the south; another crew deployed at Point Pleasant on Route 35 was working its way south; a third crew was working its way north on Route 35 from Seaside Heights; and a fourth crew on Route 72 was clearing the road and bridges for re-entry to Long Beach Island.

• Saturday, November 3
Sufficient progress had been made on filling the Mantoloking Breach that heavy equipment needed for the on-going recovery effort was finally able to move across it to access key areas of the coast.

In the course of DOT’s response, sand and debris piles lined Route 35 from Seaside Heights to Mantoloking, and 26 structures, as well as 114 cars and watercraft, were removed from public roads.

Once Route 35 was cleared, the DOT re-focused on assisting local governments by clearing side streets. The agency also began screening debris from the sand so that towns could reuse it for their dune and beach replenishment projects.

By Saturday, November 24, DOT had repaired all 80 sinkholes, some of which were as large as automobiles, on State roads.

Through Friday, November 30, 1,047 traffic regulatory signs such as “Stop,” “One Way” and speed limit postings were replaced.

In total, DOT handled 581 incidents - most involving full road closures due to flooding, downed trees and wires - on State highways between Sunday, October 28 and Tuesday, November 6.

Spotlight on Recovery:
The Breach at Mantoloking Bridge

First Hand Account: DOT Assistant Commissioner Andrew Tunnard

DOT’s response to Superstorm Sandy involved numerous employees at all levels, including then-Commissioner Jim Simpson, who was part of the Christie Administration’s leadership team, all the way down to the dedicated road crew members who selflessly worked to restore mobility to the paralyzed State highway system.

The Department’s primary response and recovery coordinator in the field was Andrew Tunnard, a former U.S. Navy Commander, who was the DOT’s Director of Operations Support at the time of the storm. Tunnard is now the Assistant Commissioner for Operations and the DOT’s Emergency Management Coordinator.

He provided a first-hand account of how DOT forces responded to the storm:

Sandy left the State immobile and it was our responsibility to immediately restore mobility.

My first recollection of the aftermath was those breaches at Mantoloking. We saw a flyover from a news helicopter and the realization sunk in that what we were seeing, where the ocean was running into Barnegat Bay, is right across the alignment of Route 35. We just lost Route 35, the principal artery on the peninsula. It was severed.

But through solid pre-storm planning, we had our emergency contractors ready to go and it allowed us to immediately assign and direct those contractors to go to that site and start figuring out how to put the road back together. We had some major muscle power in place knowing that we were going to get hit. So when we saw those major breaches, it didn’t intimidate us.

Tunnard praised the swift actions of DOT crews and contractors alike. He said a way had to be devised quickly to bring in massive quantities of construction-grade stone to the site to begin sealing the breaches.

We had people go right there and like beavers they closed up that breach in just a couple of days. We started trucking rocks down there 24 hours around the clock and just kept dumping stone until it stopped the water.

Tunnard explained that while the efforts to seal the breaches at Mantoloking were very dramatic and captured the public’s attention, there were many other areas across the State that were hit hard and needed help. DOT’s goal was clear from the outset: Restore mobility so other first responders could do their jobs.
The first responders—police, fire, EMS, as well as utility companies—were stuck. No one could get to where they needed to go because of road closures. Time was of the essence and there were so many trees that were down we had to create a disciplined and methodical way to open up the roads.

As one of the ranking DOT employees on site following the storm’s passing, Tunnard recalled an unnerving and frightening scene along Route 35 in an almost desolate Ortley Beach, a section of Toms River Township.

"My first recollection, and I’ll never forget it, is as I’m driving out to Ortley Beach where I met up with DOT crews. There’s no one else out there except for some police. It truly was like a war zone."

"There is enormous, complete physical destruction of entire blocks and an eerie silence. Where there’s a human presence there is usually noise, some sort of background din. But off in the distance you could hear a fire alarm, dogs barking, and the distinctive hissing sound of venting natural gas from all the broken lines."

"There’s no water, electricity and major physical destruction. It’s as dangerous a situation as I saw during (Operation) Desert Storm when I came ashore in Kuwait after an intense battle and saw an airport that had been completely destroyed. What I was seeing in Ortley Beach was just like that."

All the same emotions come over you. It's almost too much for the brain to process. A couple of our guys got emotional. They’d never seen anything like this.

Displaced homes along the Route 35 corridor

The debris included cars, boats and entire homes that had settled on the roadway. With the gravity of the situation sinking in, Tunnard said he and DOT crews had to shake off the shock and astonishment of what they were witnessing and begin to think clearly to map out a recovery strategy.

"This was as close to chaos as we could possibly get. We were just trying to make good decisions in what was literally a war zone. We were in unprecedented times."

NJ Transit

While DOT endeavored to restore the roadway system, NJ TRANSIT was addressing its own series of post-storm issues. As Sandy’s winds and waters receded, the repair and recovery process on the public transit network began.

Officials at NJ TRANSIT quickly assessed that the scope of Sandy’s destructive power was even larger than anticipated. Along the North Jersey Coastline (NJCL), water driven by Sandy’s winds lifted boats and cargo containers and stranded them on the Morgan Rail Bridge over the Cheesequake Creek. Sandy pushed tug boats into the Raritan River Draw Bridge and twisted the structure out of alignment.

River surge also incapacitated the HBLR’s power distribution, communications and signal systems and flooded its urban stations. And rail tunnels under the Hudson River flooded for the first time in their 100-year history, requiring massive pumping to save them.

Even Newark’s Penn Station was impacted as 2.6 million gallons of contaminated salt water flooded the facility and deposited 7,800 lbs. of salt and debris. Rail and Bus maintenance fared no better as their service pits filled with floodwater contaminated by oils and fuels. Spare parts and service equipment stored at or just about ground level were damaged by the inundation.

NJ TRANSIT immediately launched a recovery program centered on achieving several strategic goals. Service was quickly restored to South Jersey’s RiverLine light rail, Statewide bus
operations and significant portions of the passenger rail network. A damage assessment conducted within 60 days of the event identified more than 100 individual repair and recovery projects necessary to fully realize service restoration. This assessment was important as it would form the initial basis for both insurance claims and qualification for Federal emergency recovery funds.

At the top of the list for immediate repairs was the clean-up of Hoboken Terminal where, within 90 days of floodwaters receding, the Terminal’s waiting room – complete with its historic wooden benches and Tiffany glass ceiling - had been reopened.

The rapid restoration of the Terminal’s waiting room, restrooms, vendor spaces and heating system were significant achievements as they were critical measures of the NJ TRANSIT’s ability to recover from disaster and return to business as usual for customers.

However, the flood damage was so pervasive that restoration work at the Terminal is still underway. Projects have moved from the interior spaces to the restocking and restoration of both spare parts and service equipment.

The rapid restoration of the Terminal’s waiting room, restrooms, vendor spaces and heating system were significant achievements as they were critical measures of the NJ TRANSIT’s ability to recover from disaster and return to business as usual for customers.

Rebuilding a More Resilient Transportation Network

In total, DOT and NJ TRANSIT have already dedicated more than $2.0 billion to traffic infrastructure repair and resilience projects. Many of these projects were made possible by the influx of Federal disaster relief funding that flowed into the State in the aftermath of Sandy. The following projects highlight several of the key infrastructure initiatives that have already made or will make New Jersey’s transportation networks smarter and stronger.

Route 35 Reconstruction

Route 35 is the backbone of the Barnegat Peninsula and it took the worst hit of any State transportation facility. While plans to reconstruct the 12.5-mile section of roadway were already in DOT’s project pipeline, the damage from Sandy enabled DOT to fast-track the project using Federal emergency relief funds. The $341 million project reconstructed the entire roadway in a manner that makes it stronger and better able to withstand future storms. In July 2013, the Christie Administration broke ground on the massive construction project to completely rebuild Route 35 from the ground up with a pavement design that will last for 50 years, in addition to installing a more robust drainage system. All lanes on Route 35 were completed and opened by summer 2015, and final work on the drainage system, sidewalks, and landscaping was finished in early 2016.

• 43 lane-miles of roadway over a 12.5 mile distance;
• A quieter, smoother roadway (compared to the original uneven concrete slabs) with 3 courses of asphalt and an overall roadway pavement depth of 24 inches;
• 9 pump stations with electrical equipment housed in gazebos;
• 33 gravity outfalls;
• Stormwater treatment for all discharge;
• 31.25 miles of drainage lines;
• 20.8 miles of water lines;
• 13.25 miles of gas line;
• 25 miles of sidewalks;
• 1,200 ADA compliant ramps;
• Bike/shared lanes throughout the length of the project; and
• Providing a greener roadway through extensive landscaping elements.
The Generator Usage and Controller Operation Project (GUACO)

GUACO is one of the primary resiliency projects to emerge from the devastation of Superstorm Sandy. Maintaining a safe and orderly traffic flow along key State highway corridors is essential to effectively respond to power outages, and is vitally important to community well-being and economic recovery. DOT launched the GUACO project in 2015 to harden traffic controller facilities and to adapt them for use with any kind of standard stand-alone gasoline generator during prolonged power loss.

The DOT identified signals at 150 intersections in 14 counties based on criteria such as whether the intersection was on an evacuation route, had rail freight moving through it, had high traffic volumes, and were on shore routes with a history of utility outages. The $3 million project was completed in June 2017.

The NJ Transit Grid

The $577 million NJ TRANSITGRID project, to be located in Kearny, is a first-of-its-kind electrical microgrid capable of supplying highly-reliable power during storms or when the commercial power grid is compromised. The NJ TRANSITGRID will be an almost 200-megawatt, natural gas generation facility that will incorporate renewable energy, distributed generation, and other technologies to provide resilient power to key NJ TRANSIT stations and other facilities.

Raritan River Bridge Replacement

The $595 million project will construct a new, resilient structure in place of the 100-year-old North Jersey Coast Line drawbridge that was damaged and out of service for more than three weeks after the storm. This bridge is the only active passenger rail connection on the NJCL and it supports the economic well-being of the Jersey Shore. Having already completed its Environmental Review process, the project is in imminent receipt of a Federal Finding of No Significant Impact, which will allow it to move into Final Design and advance towards its four to five-year construction duration.

Lessons Learned

If surviving Sandy taught the State's public transportation agencies anything, it was that resiliency is an ongoing priority and necessity.

For DOT and its partner highway agencies, it means elevating electrical systems, and reconfiguring the most critical traffic signals to enhance mobility during prolonged power outages. Should the State lose power again for any prolonged period of time, DOT is in a much better position to quickly restore power to signals at key intersections, thus allowing local police to redirect its resources where they are most needed. Since Sandy and the subsequent GUACO project, adaptable controller boxes continue to be installed at locations where signals are being replaced as part of broader capital construction projects.

For NJ TRANSIT, resilience efforts focused on undertaking a series of infrastructure "hardening" projects like those discussed above to ensure that the system rebounds as quickly as possible. The first priority is always to make immediate repairs so that service and operations can be restored. But, when undertaking those repairs, the agency has incorporated designs and materials that will better withstand future extreme weather events.

The Delco Lead Storage and Inspection Facility

Protecting NJ TRANSIT’s equipment against flooding and facilitating the rapid resumption of service after storms have passed is crucial to getting the State back on its feet after any disaster. When combined with the nearby County Yard project, the $370 million Delco Lead project will have a resilient storage capacity for hundreds of rail cars in New Brunswick and North Brunswick.

For both agencies, the last five years have required a great deal of difficult self-examination. Out of that came a reinforcement of both organizations’ ability to respond to extreme weather events by building on the unified command experience and refinement of comprehensive plans to inform decision making. Hopefully, events like Superstorm Sandy occur only once in a lifetime. Nevertheless, DOT’s transportation experts know that any weather event can cause unforeseen problems. Each event is an opportunity to demonstrate that the lessons learned from the previous one were well heeded, and that the process continually requires self-assessment and improvement. DOT and NJ TRANSIT are now better prepared than ever before for a future catastrophic event.
During a disaster like Sandy, the Motor Vehicle Commission's (MVC) chief goal is to promote motor vehicle access and safety for the benefit of New Jersey's citizens, while also providing vital document retention services to ensure the integrity of all owner and vehicle records in the aftermath of a storm. Superstorm Sandy required unique preparation for MVC's numerous physical assets. And responding to the challenges presented by the Storm's devastation presented unique challenges to each of MVC's divisions. Thankfully, lessons learned from prior disasters fully prepared MVC for Sandy and its aftermath.

**MVC Pre-Storm Preparation**

Pursuant to its established Weather Event Preparation plan, MVC prepped for Sandy's impact by performing the following tasks:

- Activating the Emergency Operations Center to establish communications between the Commission, its personnel and the Statewide emergency management system;
- Assessing the potential facility weaknesses based on Sandy's track and the anticipated strength of the storm;
- Moving all State vehicles and critical equipment to higher ground to prevent flood damage;
- Developing a mobilization plan for all Maintenance and Operations Unit staff;
- Coordinating with the MVC's Division of Human Resource to temporarily designate all Maintenance and Operations staff as “essential” to ensure the availability of emergency staffing during the storm;
- Assembling all key personnel and maintenance and operations staff, developing a detailed staff mobilization plan, and identifying single points of contact among staff to ensure continuity of information;
- Enacting emergency contingency plans at all locations and inspecting all MVC-owned properties for potential environmental hazards; and
- Identifying a “P-Card” holder for contact after hours in anticipation of procuring supplies or services to safeguard State property.
Emergency Orders Related to the Storm

Pursuant to Governor Chris Christie's Executive Order No. 104, which declared a State of Emergency for Sandy, MVC prepared critical administrative orders and law enforcement advisories allowing for the waiver of the following regulations for the benefit of the public welfare of the State:

- Thirty-day extensions of the expiration dates of driver licenses, vehicle registrations (including resident temporary registrations), and vehicle inspections. The extension of these expiration dates allowed New Jersey licensees and registrants to continue to lawfully operate their vehicles on the roadways.

- Suspension of the requirement that an out-of-state carrier obtain a Trip Permit to travel into or through New Jersey during the State of Emergency, so that essential services (including tree services, utility repairs and restoration work) and emergency relief supplies could reach their destinations as quickly as possible.

Restoring Normalcy

Second only to the preservation of life and property, the MVC was committed to restoring normal business operations as quickly as possible in support of its mission to provide service to the public. The following are MVC’s actions taken immediately following the storm that were geared toward restoring normal business operations to aid in recovery after the storm:

- On November 4, 2012, MVC personnel began to assist with the Statewide debris management crisis by helping to identify and collect watercraft and automobiles either abandoned or damaged by the storm.

- MVC personnel staffed FEMA disaster relief centers throughout the State with employees to provide information and instructions on obtaining duplicate titles, registrations, driver’s licenses and non-driver ID’s lost during Super Storm Sandy so that residents could apply for federal aid.

- MVC performed same-day processing of all boat owner records requests. Marinas and home owners that found boats on their property needed to contact the owners and MVC provided an expedited service to assist in identifying the boat owners.

- The MVC’s Regulatory and Legislative Affairs staff also assisted in creating an expedited process for disposing of vehicles and vessels abandoned as a result of the storm, and assisted in implementing that process. The MVC assisted the New Jersey State Police in identifying the owners of the vehicles and vessels, providing notification to the owners of the vehicles and vessels and processing the vehicles and vessels for salvage titles or disposal as abandoned vehicles or vessels pursuant to State law. In turn, MVC staff also helped create an expedited process for insurance companies to obtain salvage titles for vehicles and vessels declared a total loss. This allowed insurers to more expeditiously process insurance claims.

By November 13, 2012, all 39 individual MVC agencies, as well as the Trenton Office Complex, were on line and fully functioning.

Protecting Consumers from Sandy Fraud

In addition to the destruction of residential properties following Sandy, an estimated 250,000 automobiles were damaged or destroyed by Sandy’s flood waters. Fraudsters used this opportunity to sell flood-damaged cars, which optically appeared undamaged. MVC found that loopholes in the rules governing the car sale and re-sale industry allowed fraudsters to manipulate the re-titling and branding processes, particularly across State lines.

Between October 23, 2012 and November 20, 2012, MVC’s Security and Investigations Unit assisted with or investigated hundreds of incidents related to fraudulent titling of Sandy damaged vehicles. MVC’s Security and Investigations Unit aggressively confronted incidences of fraud involving the sale of flood vehicles that improperly received clean titles. As a result of these instances of fraud, MVC implemented changes to its titling regulations to tighten the rules related to salvaged vehicles in order to better protect consumers and insurers in the future.
CHAPTER SEVEN

REVITALIZING THE ECONOMY
Sandy by the Numbers
Direct Assistance to Small Businesses and Tourism Growth

• Nearly $143 million in recovery grants and loans were approved through the Stronger NJ Business Grant and Loan Programs to more than 1,200 businesses:
  o To date, the Loan Program has approved 117 small business applications, totaling more than $86 million in funding; and
  o 1,147 businesses received funding through the Grant Program, totaling nearly $56 million in funding.

• In the years following Superstorm Sandy, New Jersey saw its Shore tourism economy flourish:
  o With increased visitation and good summer weather, New Jersey tourism recorded yet another record year in 2016:
    ■ Tourism demand grew 2.9% in 2016 to reach a new record of $44.1 billion;
    ■ Visitation expanded 3.3% compared to 2015; and
    ■ 2016 marked seven straight years of spending and visitation growth.
  o In 2015:
    ■ New Jersey saw a then record-breaking $43.4 billion generated by tourism-related demand, a 3.3 percent increase over 2014; and
    ■ Visitation rose 2.4% compared to 2014.
  o In 2014:
    ■ New Jersey saw a then record-breaking $42.1 billion generated by tourism-related demand, a 3.8 percent increase over 2013; and
    ■ Visitation rose 4.4% compared to 2013.
  o In 2013, the first summer following Sandy:
    ■ Tourism demand surpassed $40 billion, narrowly increasing over pre-Sandy 2012 figures.

Revitalizing The Economy
Part One: “Supporting Small Businesses and Communities”

Economic Development Authority
Superstorm Sandy devastated many New Jersey businesses and communities when it made landfall along the coast on October 29, 2012. With the cost of damages incurred by New Jersey businesses and communities exceeding $37 billion, the impact to the State’s economy was significant. Businesses and municipalities suffered direct damage to infrastructure and property, and rampant power outages and fuel shortages amplified the widespread economic impact.

As part of the State’s coordinated response to the storm, Governor Chris Christie called on the New Jersey Economic Development Authority (EDA) to help meet the short- and long-term needs of impacted businesses and communities. In the five years that have followed the Governor’s call, EDA has helped revive many local Sandy-impacted economies by distributing more than $211 million in recovery grants and loans to more than 1,300 businesses and communities.

Immediate Response to Sandy
In the immediate aftermath, the EDA quickly mobilized an outreach campaign and hotline to collect critical information on gas station issues – whether it was a supply problem, a power outage, or road access problems – and most effectively direct resources. These efforts helped to route the National Guard to stations that were ready to pump and helped New Jersey utilities prioritize those stations that had gas, but no power.
**Capital Infusion for Small Businesses**

Just two days after the U.S. Department of Housing and Urban Development (HUD) approved New Jersey’s Action Plan in April 2013, the EDA launched the Stronger NJ Business Grant Program with the goal of getting assistance of up to $50,000 to each impacted business to ensure they had the capital needed to resume or maintain operations. To help those businesses that were experiencing financial gaps beyond what the grant program provided, the Stronger NJ Business Loan Program was launched that July, offering loans of up to $5 million for working capital and construction needs, with zero interest and no payments for the first 24 months.

Featured small businesses that benefited include:

- **Custom Steel Contractors, Inc.** has been in business in South Kearny for three decades. A storm surge from the Hackensack River swept in at high tide, causing five feet of flooding in the office and shop. Most of the equipment Custom Steel needed to function was destroyed, including computer controlled equipment and six trucks. Custom Steel received support from the Stronger NJ Business Grant Program.

  "All of our equipment was destroyed. Fortunately, I was able to make some repairs on my own, but the financial gap created by the storm was pretty overwhelming. We are grateful for the support the State has provided."
- Daniel Moran, owner Custom Steel Contractors

- **Dr. Celeste Kunz**, the owner of Kunz Equine LLC, a horse veterinarian in Millstone, was approved for a Stronger NJ Business Grant following extensive equipment and structural repairs after damage from hurricane-force winds. Included were repairs to a highly-specialized equine hyperbaric chamber.

  "Recovering from the storm created some unexpected cash flow challenges. The Stronger NJ Business Grant has helped me to maintain the high standard of care I strive for."
- Dr. Celeste Kunz, Equine Veterinarian Millstone

- **Karen Rosania**, owner of Mr. Tee’s Golf in Beach Haven, first applied for the Stronger NJ Grant Program at an EDA-hosted workshop at the NJ Maritime Museum in the fall of 2013. Mr. Tee’s suffered extensive damage from the storm.

  "Mr. Tee’s would not have made it without the Stronger NJ Business Grant program."
- Karen Rosania, Mr. Tee’s Golf Beach Haven

- **Ocean County-based Berkeley Island Marine, Inc.** was approved for a Stronger NJ Business Loan for working capital. The marine repair service business is located at Trixie’s Landing along the Barnegat Bay, and suffered damage to its property and inventory.

  "Recovering after the storm was a tough challenge, but we were able to reopen in time to operate when tourism was getting back to normal. We worked hard to bring Berkeley Island Marine back to life, and we thank the State for providing a loan with great terms to help us recover in Trixie’s Landing."
- Martin Tuohy, Service Manager, Berkeley Island Marine

- **Serendipity Bed and Breakfast**, located just half a block from the ocean, lost the entire contents of its basement to flooding, including their boiler, electrical panel, and fire monitoring panel.

  "Returning to our business, which is also our home, to survey the damage following the storm was completely overwhelming. Our recovery hasn't been easy, but with the help of our neighbors and some trusted contractors, we are now doing fine. We truly appreciate the grant the State has provided."
- Karen Morella, Owner, Serendipity Bed and Breakfast
• In Point Pleasant, the seawall outside Driftwood Motel was destroyed by the storm, resulting in shattered windows, damaged walls, floors and furniture, and the flooding of 18 rooms. The family-owned and operated motel received a Stronger NJ Business grant to support its recovery.

“In our grant from the EDA, we’ve been up and running 100 percent.”
- Sam Ippolito, Owner Driftwood Motel

Former EDA CEO Michele Brown and Governor Christie with Sam Ippolito in Point Pleasant

• According to Havana Tropical Café owner and Cuban-native Ralphy Amado, his entire Highlands restaurant was destroyed by flooding, including walls, floors, furniture, and appliances. Amado reopened in August 2013, after months of rebuilding. Amado depleted his savings, and turned to the Stronger NJ Business Grant program to support his business recovery efforts.

“Since our grant from the EDA, we’ve been up and running 100 percent.”
- Sam Ippolito, Owner Driftwood Motel

NJ Business Grant recipient Fish Finder Marine endured over $150,000 worth of damage at its facilities in Brigantine, including the loss of electronic diagnostic equipment and a forklift.

“We appreciate the steps the State took to understand our industry’s challenges and clarify our eligibility. We are grateful for the grant, which will help us get back on our feet.”
- Kimberly Fumo, Owner Fish Finder Marine

• With locations in two of the nine counties most impacted by Superstorm Sandy, Yank Marine in Dorchester, Cumberland County, qualified for a Stronger NJ Business loan to support construction of new infrastructure to accommodate an upgrade to a more powerful boat hoist that will allow Yank to service more and larger vessels.

“We’re going to be creating a lot of new, year-round jobs.”
- Bette Jean Yank, Co-Owner Yank Marine

Spotlight on Recovery: “Stronger than the Storm” Tourism Marketing Campaign

Of particular concern post-Sandy was getting Shore area, tourism-focused small businesses operational in time for the summer 2013 season. New Jersey was faced with combating the misperception that Sandy had destroyed all tourism assets and was not a viable vacation destination. To raise awareness that the Jersey shore was ready to accommodate visitors, EDA launched a broad-based “Stronger than the Storm” marketing campaign designed to drive traffic and business to Shore towns.

The “Stronger than the Storm” tourism marketing campaign began in early May 2013, immediately after HUD approved the State’s CDBG-DR Action Plan. The campaign successfully portrayed the State as being resilient and having recovered from the impact of the storm.

The State’s marketing campaign incorporated advertising across a broad array of media to reach the State’s target audience in a variety of ways. A television advertising effort introduced New Jersey’s “Stronger than the Storm” campaign to key markets in New Jersey, New York, Pennsylvania, Eastern Canada and other areas on the Eastern Seaboard. Billboard advertising in top commuter locations around New York City supported the advertising campaign. Digital advertising appeared on internet sites popular with target audiences. Radio spots were
created and aired throughout New Jersey and surrounding locales. A website designed around tourism and recovery was launched and received nearly 400,000 visits. Social media was utilized and generated over 100,000 ‘likes’ on Facebook, over 6,700 followers on Twitter, with 217 million Twitter ‘impressions’ (posts or ‘tweets’ to the “Stronger than the Storm” Twitter account).

Community events across the Jersey Shore were organized and held to attract tourists and media coverage that reinforced the message that the Jersey Shore was open for business. In total, 43 events were held in shore communities. These events, which were attended by more than 334,000 people, generated considerable positive media attention for the State’s tourism industry and local businesses.

Following the most devastating natural disaster in its history, New Jersey’s 2013 tourism marketing campaign was a success, drawing tourists to the State and combating the misperception that Superstorm Sandy had decimated the entire Jersey Shore. In fact, tourism metrics show that the 2013 tourism year was more successful than 2009, 2010, and 2011, and was comparable to the record 2012 tourism year. The success of the “Stronger than the Storm” tourism campaign is demonstrated by the following sample of statistical data:

• In June 2013, municipal and State hotel tax receipts for the Jersey Shore counties (Monmouth, Ocean, Atlantic and Cape May) were higher than they had been in three of the previous five years (despite the fact that June 2013 was the wettest ever recorded in the State).

• The anticipated loss of an estimated 11,000 tourism-related jobs on the Jersey Shore in the third quarter of 2013 did not materialize. In fact, based on data from New Jersey’s Bureau of Labor Statistics, 2013 employment in the hospitality and leisure sectors of the Jersey Shore job market remained steady or even increased slightly as compared to previous years.

• Data showed that during the summer of 2013, the Jersey Shore’s hotel occupancy numbers were on par with or better than the hotel occupancy numbers from certain competing summer destinations including Cape Cod, the Delaware Shore and Nassau and Suffolk Counties on Long Island, New York.

• The Coast and Atlantic City rail lines on New Jersey Transit experienced ridership increases during the period from the July 4th holiday through Labor Day 2013, while all four major bus lines that serve the Jersey Shore saw an aggregate increase in ridership as compared to 2012. In fact, the number of visitors to New Jersey in 2013 rose to 87.2 million, which represented a 5.9% increase compared to 2012.

• Tourism generated $35.9 billion of State GDP in 2013, or 7% of the entire State economy. Including both direct and indirect impacts, tourism in New Jersey generated $4.6 billion in State and local taxes and $5.2 billion in Federal taxes in 2013.

• MWW/Brushfire also won numerous awards for its “Stronger than the Storm” marketing campaign from State of New Jersey and national Advertising and Marketing associations.

The “Stronger than the Storm” campaign made a significant difference for tourism across the State, bringing revenues into recovering communities and helping to restore normalcy by protecting jobs threatened by the impact of the storm. Today, New Jersey tourism is stronger than ever before, with record tourism spending exceeding $41 billion and visitation at an all time high.

Neighborhood and Community Revitalization

In addition to grants and loans for businesses, New Jersey addressed a need to support the long-term economic recovery of communities by funding long-term revitalization priorities. Launched in September 2013, the Neighborhood and Community Revitalization (NCR) Program provided grants and loans to support development and public improvement projects (up to $10 million) and streetscape projects (up to $1.5 million). Featured community revitalization projects that benefited from NCR include:

• Berry Lane Park in Jersey City is one of 39 projects supported through the NCR Program. The 17-acre park has newly constructed ball fields, courts, tree planting, landscaping, paths and other amenities, and is designed to return storm waters to mitigate flooding.

• A stretch of the damaged Atlantic City Boardwalk from Rhode Island Avenue to Oriental Avenue was demolished and reconstructed with the support of an NCR grant.

• With the help of an NCR Streetscape grant, Sea Isle City advanced improvements and enhancements in its downtown business district. The project included decorative sidewalk pavers, ADA compliant intersections, new crosswalks, street lights, street trees, benches, and bike racks along Landis Avenue.
Revitalizing The Economy
Part Two: “Promoting Tourism, Supporting State Businesses and Protecting the Arts”

Department of State

Owing to its diverse responsibilities and expertise, the Department of State, led by Lieutenant Governor and Secretary of State Kim Guadagno, launched crucial recovery measures to promote economic recovery through tourism and supported the arts.

Promoting Tourism

The Division of Travel and Tourism’s marketing and outreach efforts have dramatically increased the visibility of New Jersey as a preferred tourism destination. Tourism is one of New Jersey’s great assets and the Division of Travel and Tourism works effectively to support the industry and has helmed efforts to help it to thrive and grow in the wake of Sandy. For example, in the spring of 2013, to encourage visitors to return to New Jersey, the Division launched the broad-based “Get Back to Happy” summer promotional campaign on multiple platforms.

This successful campaign resulted in a 250% increase in tourism website visits. In 2015, the Division implemented a tourism advocacy effort to provide technical assistance to tourism organizations, non-profits, and municipalities interested in tourism as a means to foster their local economies. In the five years since Sandy, in part due to these efforts, tourism in New Jersey has proven to be resilient. From 2012 to 2016, New Jersey’s direct tourism spending has grown from $37.9 billion to $41.7 billion, representing a 10% increase. During the same time frame, statewide visitation increased from 86.3 to 98 million.
Post-Sandy Tourism Statistics

Total Increase in Statewide Visitors (in millions):

<table>
<thead>
<tr>
<th></th>
<th>2012</th>
<th>2016</th>
<th>% Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>86.3</td>
<td>98.0</td>
<td>+13.6%</td>
</tr>
</tbody>
</table>

Tourism Spending Increases – Direct Sales (millions of dollars):

<table>
<thead>
<tr>
<th></th>
<th>2012</th>
<th>2016</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total New Jersey</td>
<td>$37,890</td>
<td>$41,881</td>
<td>+10.5%</td>
</tr>
<tr>
<td>Atlantic Co.</td>
<td>7,567</td>
<td>6,856</td>
<td>-9.4%</td>
</tr>
<tr>
<td>Cape May Co.</td>
<td>5,395</td>
<td>6,271</td>
<td>+16.2%</td>
</tr>
<tr>
<td>Monmouth Co.</td>
<td>2,105</td>
<td>2,441</td>
<td>+16%</td>
</tr>
<tr>
<td>Ocean Co.</td>
<td>4,291</td>
<td>4,679</td>
<td>+9%</td>
</tr>
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</table>

Direct Tourism Employment:

<table>
<thead>
<tr>
<th></th>
<th>2012</th>
<th>2016</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Atlantic Co.</td>
<td>146</td>
<td>160</td>
<td>+13.6%</td>
</tr>
<tr>
<td>Cape May Co.</td>
<td>146</td>
<td>160</td>
<td>+13.6%</td>
</tr>
</tbody>
</table>

Tourism Tax Receipts (millions of dollars):

<table>
<thead>
<tr>
<th></th>
<th>2012</th>
<th>2016</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Atlantic Co.</td>
<td>831</td>
<td>772</td>
<td>-7.1%</td>
</tr>
<tr>
<td>Cape May Co.</td>
<td>491</td>
<td>547</td>
<td>+11.4%</td>
</tr>
<tr>
<td>Monmouth Co.</td>
<td>269</td>
<td>302</td>
<td>+12.2%</td>
</tr>
<tr>
<td>Ocean Co.</td>
<td>438</td>
<td>463</td>
<td>+5.7%</td>
</tr>
</tbody>
</table>

The Business Action Center (BAC) served the important role of linking the business community with travel and tourism organizations. Through its coordination with FEMA and the Small Business Administration, the BAC reached thousands of small businesses in Sandy’s aftermath. Via a “business impact survey,” BAC staff gathered input from over 250 businesses to assess the impact of the storm and to determine what assistance the business community needed going forward. Additionally, the Lieutenant Governor and BAC staff supported the Governor’s Office of Volunteerism in processing corporate donations by reaching out to companies to ascertain the availability of needed goods/services and directing company officials to the appropriate drop-off location. The BAC call center handled over 1,800 calls from businesses and supported the Governor’s Office of Volunteerism in handling over 7,000 volunteer calls. BAC staff also directly engaged in efforts to locate temporary housing for out-of-State utility workers, and BAC successfully advocated on behalf of numerous businesses for assistance in addressing power outages. Since Sandy, BAC staff has developed and shared its expertise on rebuilding post-Sandy, disaster preparedness, grant and loan programs, and land use.

Supporting Arts and Cultural Agencies

The arts and cultural agencies, under the leadership of the Lieutenant Governor, provided vital assistance to museums, theaters, libraries, and cultural venues across the State in saving works of art, documents, books, and cultural treasures of all types. For instance, the NJ State Museum implemented contingency plans to relocate or physically protect collections from potential water damage. Due to these proactive measures, no damage to facilities, collections or artifacts on loan was sustained. In addition, New Jersey State Museum's collections staff assisted small museums, historic sites and historical societies in need.

New Jersey State Archives staff deployed to the damaged Militia Museum at the National Guard headquarters in Sea Girt to assist in the removal of non-water damaged collections to archives for safe storage. Sea water had flooded the facility to nearly five feet, causing extensive damage to photographic collections, exhibits, and other historical materials. State Archives staff transported about 60 cubic feet of undamaged archival material to a safe storage facility, while the National Guard addressed the damaged records and museum building.

In total, the State Archives staff retrieved 119 cubic feet of material, including historically-significant artifacts, from the impacted Militia Museum, which reopened to the public on April 7, 2015.
The New Jersey Council on the Arts provided significant assistance to New Jersey artists and arts organizations in connecting with the resources and information they needed in their recovery. The Council organized emergency preparedness workshops and training sessions for New Jersey arts organizations. In addition, the Council serves as a part of the Performing Arts Readiness project, which received a multi-million dollar implementation grant from the Mellon Foundation. Due to the Council’s involvement in PAR, New Jersey has benefited from unique services, such as the first-ever Emergency Management Consultant, which is a pilot program designed to serve New Jersey performing arts organizations in their efforts to safeguard their assets, audiences and operations in the event of a future disaster.

The Department of State’s arts and cultural agencies have developed a strong working partnership with FEMA, and, in 2014, these agencies launched the New Jersey Cultural Alliance for Response (NJCAR), a State-level emergency planning and response network, which provides expert guidance and training in disaster planning and response, and facilitates communications about the impact of disasters on cultural assets. NJCAR is the first-ever emergency network of its kind that includes the arts. Importantly, NJCAR empowers New Jersey’s cultural communities to preserve their valuable assets and sustain operations before, during, and after a disaster strikes.

Drying oral history discs

Lieutenant Governor Kim Guadagno helps to celebrate the start of Summer 2017 with schoolchildren at the Annual “Unlocking of the Ocean” in Wildwood
CHAPTER EIGHT
HARDENING NEW JERSEY’S UTILITY INFRASTRUCTURE
Hardening New Jersey’s Utility Infrastructure

New Jersey Board of Public Utilities

Sandy by the Numbers
Energy Resilience Upgrades

Demanded by Governor Christie and led by the New Jersey Board of Public Utilities (the Board), the State has maintained a steadfast focus post-Sandy on creating a more resilient energy infrastructure system:

• Improving Electric Distribution Companies’ Storm Planning and Response:
  o To improve preparedness and response to future large-scale weather events, the N.J. Board of Public Utilities ordered 103 improvements to be undertaken by the regulated electric companies.
  o The improvements focused on preparedness efforts, communications, restoration and response, post event and underlying infrastructure issues.
  o To date, every electric company complied with the requirements and did so by the required deadlines.

• Utility Infrastructure Hardening and Resilience Investments:
  o Shortly after Sandy, the N.J. Board of Public Utilities initiated a Storm Mitigation proceeding with the State’s energy companies to find ways to harden New Jersey’s utility infrastructure to withstand future storm events.
  o As a result, PSE&G, Rockland Electric, Elizabethtown Gas, New Jersey Natural Gas, and South Jersey Gas all submitted storm mitigation plans to support and strengthen New Jersey’s utility infrastructure.
  o For instance, PSE&G invested $1.2 billion in electric and gas infrastructure hardening measures such as flood mitigation work at 29 substations, modernizing the company’s gas distribution system and installing advanced technologies that spot outages more quickly and deploy crews to repair the damage more swiftly.
  o Additionally, the Board has approved $1.27 billion in natural gas infrastructure improvement projects.
  o Not only do these projects improve the reliability of critical utility services, but they also boost the local economy by creating hundreds of well-paying, highly skilled jobs.

• The Energy Resilience Bank:
  o Administered by the Economic Development Authority, the Energy Resilience Bank (ERB) is the first public infrastructure bank in the nation to focus on energy resilience.
  o Launched in July 2014, the ERB addresses the energy resilience weaknesses exposed by Sandy at the State’s hospitals and water/wastewater treatment plants by helping fund the development of microgrid technologies at these critical facilities to enable them to remain operational in the event of future power outages.

“We learned the extraordinary lesson five years ago that we can’t let our guard down when it comes to our energy supply. So, we made it a priority to improve utility resiliency in the aftermath of Sandy.”

– Governor Chris Christie
Sandy’s Massive Impact on Utilities

Despite widespread preparation, Sandy’s impact to utility infrastructure was catastrophic along the coast and barrier islands.

Electric Power

By morning on Tuesday, October 30, the twelve northeast states impacted by Superstorm Sandy reported a total of approximately 8.2 million customers without power. New Jersey experienced the largest number of outages with approximately 2.8 million peak customer outages, representing approximately 71 percent of all electric customers in the State.

<table>
<thead>
<tr>
<th>Peak NJ Customer Outages by Electric Distribution Company</th>
<th>Total</th>
</tr>
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<tbody>
<tr>
<td>PSE&amp;G</td>
<td>1,400,000</td>
</tr>
<tr>
<td>JCP&amp;L</td>
<td>904,000</td>
</tr>
<tr>
<td>ACE</td>
<td>200,000+</td>
</tr>
<tr>
<td>PECO</td>
<td>55,000+</td>
</tr>
</tbody>
</table>

Electric service was completely interrupted on the northern barrier island from Seaside Park to Mantoloking. All six of JCP&L’s substations from Seaside Park to Mantoloking were flooded, even though precautions had been taken to prevent flooding. And on Long Beach Island, Atlantic City Electric’s service was significantly disrupted.

Natural Gas

All four of the GDCs experienced customer outages as a result of Superstorm Sandy with the greatest number of outages in the shore communities where flooding was the major contributor of damage to personal, business and utility property. In total, about 35,000 natural gas customers experienced interruption of service.

The impact on New Jersey Natural Gas Company’s (NJNG) service territory was beyond comprehension. Homes were knocked off their foundations. Many roadways were impassable due to extreme flooding, while others were buried under sand and debris, making travel all but impossible. And since the storm created a new inlet along the Seaside Peninsula, access to the hardest hit areas was extremely limited. The only way NJNG’s crews could initially gain access to areas hardest hit by the storm was to cross the Barnegat Bay by boat.

Petroleum

Impacts to the petroleum sector were also significant. Petroleum refinery production and terminals along the Arthur Kill, along with two major petroleum pipelines, were inoperable due to the loss of power from the grid and flooding damage. The simultaneous and prolonged loss of both refinery production and terminal supply caused by the loss of power and flood damage had an immediate impact on the northern New Jersey and New York City area gasoline supply chain.

According to the U.S. Energy Information Administration, approximately 67 percent of the gas stations in the “New York City Metropolitan Area” were without power in the first few days following Superstorm Sandy. Soon after Superstorm Sandy moved on, long lines began to form at the few gas stations that had gasoline and power to operate the pumps. In response, the Board made a finding of an Energy Emergency and Governor Christie promptly signed Executive Order 108, declaring a limited state of energy emergency, thus implementing odd-even rationing for gasoline purchases in 12 New Jersey counties effective Saturday, November 3, 2012. With the Board’s assistance, terminal operators were given priority in restoration of electric power.

Utility Pre-Storm Preparations

As Superstorm Sandy moved from Jamaica to Cuba on October 26, 2012, strengthening to a major Category 2 hurricane with winds up to 110 mph, New Jersey Board of Public Utilities (Board) staff were already monitoring the regulated electric and natural gas utility companies’ preparations for the storm. With lessons learned from Hurricane Irene, the four Electric Distribution Companies (EDCs) had already begun to fortify utility infrastructure, sandbagging switching and substations to protect against flooding, pre-positioning supplies, securing contract workers, and requesting mutual assistance crews from out-of-state utilities to help restore expected widespread power outages.

Meanwhile, the Gas Distribution Companies (GDCs) were also making preparations such as pre-positioning supplies and initializing mutual assistance discussions. By this time, the regulated water and wastewater companies began taking preparations such as fueling and testing of standby generators in the event treatment facilities lost grid supply power.

EDCs were staging approximately 4,500 internal and external contractors, linemen and tree crews in preparation and ready to respond to storm outages even prior to Superstorm Sandy making landfall.

In total, $127 million has already been approved by the Economic Development Authority for 10 ERB projects at various hospitals, water and wastewater treatment plants.

The remaining $73 million is dedicated to a robust pipeline of energy resilience projects at additional hospitals and water/wastewater treatment plants.

Following consultation with Governor Christie and the Board, NJNG took the exceptional measure of shutting off gas service from Bay Head to Seaside to ensure safety following the incredible devastation sustained by this barrier island. NJNG also curtailed gas service to Long Beach Island, as well as parts of Manasquan and Sea Bright due to areas of inundation and damage.

Despite all obstacles, in the first three days following Superstorm Sandy, the NJNG’s crews and mutual assistance workers responded to over 1,600 leak calls, containing each and every leak.

Peak NJ Customer Outages by Electric Distribution Company

"NJNG crews observe Superstorm Sandy’s impact on the Northern Barrier Island from the Mantoloking Bridge. It was determined NJNG crews would need to cross Barnegat Bay by boat to access the island in order to make the natural gas system safe."
service. By November 10, power was restored to most gas stations and most terminals had resumed normal operations. On November 12, Governor Christie announced the end of the odd-even restrictions.

Telecommunications

There was significant impact to the landline and wireless telecommunications sector, as well. Damaged telecommunications infrastructure and the lack of electric service hampered public communications in many areas of the State. While the impact statewide varied regionally, the impact was most pronounced along the coast. For most areas, service improved as electric service was restored to telecommunication facilities and the telecommunication companies repaired damaged equipment and infrastructure. Telecommunications services in some areas along the barrier islands were quickly restored by Verizon’s use of wireless phone service technology.

Restoring Services

On Tuesday, October 30th, the four EDCs’ workforces, along with the assistance of thousands of mutual aid workers and tree contractors coming to aid New Jersey’s residents and businesses, began restoring service to the 2.8 million customers without power. Approximately five days into the restoration effort, more than 17,300 mutual aid crews, forestry workers and contractors had joined EDCs’ crews working on the restoration of electric service. At the peak of JCP&L’s restoration effort, it alone had mobilized in New Jersey.

Six days into the restoration, over 60 percent of the peak customer outages had their service restored. Nine days into the restoration, work crews had restored service to nearly 90 percent of the 2.8 million peak customer outages. However, progress temporarily stalled as line crews were prevented from using bucket trucks to repair damaged wires, transformers and poles due high winds associated with an early season Nor’easter that hit much of the area on the evening of November 7, resulting in 100,000 new outages by morning. Fortunately, the utilities were soon able to return to the accelerated pace of restoration seen prior to the Nor’easter. On the 13th day of the restoration, Monday, November 12, virtually all customers who could safely accept power had been restored.

Assisted by over 300 mutual aid personnel from 14 different utilities, NJNG performed a thorough assessment of its natural gas system’s mains and service lines and then undertook a massive systematic repressurization, rebuild and restoration process. In November, NJNG started to sectionalize the gas main that runs the length of the northern barrier island in an effort to restore service in a methodical, safe manner in coordination with local officials. On the barrier islands and some mainland communities along the coast, many gas and electric customers needed to have their homes and businesses inspected by local or State officials before their services could be restored. In a little more than eight weeks, NJNG repressurized or replaced 270 miles of gas mains, installed 5,280 feet of 12” main, addressed 3,600 anomalies, rebuilt or replaced 51,000 meters, completed 121,000 service assessments and restored service to every customer who was safely able to accept it.

Rebuilding More Resilient Energy Infrastructure

As the restoration phase was nearing an end and rebuilding efforts were getting under way in many areas of the State, the Board looked to help residents, businesses, local governments and schools with rebuilding efforts. With the goal of helping as many as possible rebuild in a high energy efficient manner, the Board approved enhanced New Jersey’s Clean Energy Program™ (NJCEP) energy-efficiency financial incentives and a number of program modifications to make participation quick and easy. Through streamlined guidelines, increased rebate levels and expansion of the list of equipment and products eligible for incentives, residents, businesses and local government entities received help in replacing storm-damaged equipment, such as furnaces, boilers, water heaters and appliances with more energy-efficient products. Furthermore, the Board created a new energy efficiency program to help restaurants, school cafeterias, convenience stores and other food preparation businesses to replace damaged food preparation equipment, such as commercial dishwashers, fryers, griddles, ovens and refrigeration, etc., with new incentives for qualifying energy efficient food service equipment.

To ensure low-income households could also replace damaged equipment and appliances with high energy efficiency models, the Board waived its own requirement that limited low-income customers’ participation in its Comfort Partners Program to once every five years. Under the temporary revision, the Board encouraged low-income customers who had previously utilized the program within the last five years to once again utilize the program to replace equipment damaged by Superstorm Sandy.

<table>
<thead>
<tr>
<th>Total Enhanced Incentives for Residential Customers</th>
<th>Number of Rebates</th>
<th>Sandy Incentive</th>
<th>Total Paid*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warm Advantage</td>
<td>6,559</td>
<td>$12,883,001</td>
<td>$21,368,500</td>
</tr>
<tr>
<td>Cool Advantage</td>
<td>147</td>
<td>$92,200</td>
<td>$94,300</td>
</tr>
<tr>
<td>Total Enhanced Incentives for Local Government, Commercial and Industrial Customers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C&amp;I Retrofit and New Construction</td>
<td>6,532</td>
<td>$1,319,000</td>
<td>$3,973,500</td>
</tr>
<tr>
<td>Total</td>
<td>8,059</td>
<td>$14,192,201</td>
<td>$25,342,000</td>
</tr>
</tbody>
</table>

*Total incentives paid include the NJCEP incentive, plus the additional “Sandy” incentive.
More than $1 Billion in Utility Hardening Through BPUs Storm Mitigation Proceeding

In March 2013, the Board initiated the Storm Mitigation Proceeding to investigate possible avenues to harden New Jersey's utility infrastructure against the effects of future major storms. The Board invited all investor-owned regulated utilities to submit detailed proposals for infrastructure upgrades to protect utility infrastructure. As a result, PSE&G, Elizabethtown Gas, New Jersey Natural Gas, and South Jersey Gas all submitted storm mitigation plans in order to support and strengthen their utility infrastructure. After public and evidentiary hearings, negotiations among the parties, and careful review, the Board approved each of the companies' plans. The Board's approval of PSE&G's Energy Strong Storm Mitigation Plan allowed the company to invest $1 billion into infrastructure hardening measures, such as substation flood mitigation work, upgrades to the gas distribution system and replacement of cast iron and bare steel pipe, and installation of advanced technologies.

Likewise, the Board gave approval of: New Jersey Natural Gas’ $102.5 million New Jersey Reinvestment in System Enhancements (NJ RISE) storm mitigation plan that comprised of six major projects; South Jersey Gas’ $103 million SHARP program that included the replacement of 179 miles of low pressure mains and associated services with high pressure mains and associates services, elimination of 52 regulator stations and the installation of excess flow valves; and Elizabethtown Gas’ $14.9 million ENDURE that includes the replacement of mains, elevation and hardening of a building that houses instrumentation tied to the operation of the company’s liquefied natural gas plant and elevation of three gate station facilities to protect SCADA equipment.

Infrastructure Investments by Sector

<table>
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<tr>
<th>Regulated Utilities</th>
<th>Utility Superstorm Sandy Recovery Infrastructure</th>
<th>Storm Mitigation</th>
<th>Infrastructure Investments* ($M)</th>
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<td>Electric Distribution Companies</td>
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*Includes investments approved through the Board’s Storm Mitigation Proceeding

Atlantic City Electric and JCP&L chose not to file plans under the Storm Mitigation Proceeding, instead opting to invest in infrastructure hardening measures and then seek Board approval for recovery of those investments through a traditional rate case.

Board of Public Utility Leadership for Rebuilding a Stronger, More Responsive Utility Network for Ratepayers

With the restoration of electric service complete, in January 2013, the Board took aggressive action to improve the EDC’s preparedness and responses to major storms by ordering the EDC, collectively and individually, to take 103 separate measures to improve their preparedness and responses to major storms. The ordered improvements were based on recommendations contained in the Board staff’s Hurricane Irene Electric Response Report; recommendations contained in a report prepared by the Board’s consultant Emergency Preparedness Partnerships; and stakeholder comments received by the Board at numerous public hearings and in response to the above reports. The ordered improvements addressed five crucial areas needing improvement; Preparedness Efforts, Communications, Restoration and Response, Post Event, and Underlying infrastructure issues.

Perhaps the most visible of these improvements to ratepayers were improved websites, maximizing use of social media platforms, and the creation of EDC Outage Center websites, through which customers can report an outage and get detailed outage status information, such as the number of customers affected and estimated time for the utility to restore service.

As a State, New Jersey’s approach to energy resiliency is very much shaped by Superstorm Sandy and the resiliency gaps exposed by the storm’s devastation. For instance:

- 94 wastewater treatment plants across all 21 New Jersey counties lost power and were flooded. Failed pumps at the treatment plants allowed salt water intrusion into the systems, destroying electrical equipment.
- 267 of the 604 water systems across the State were without power, and 37 of those systems had to issue “boil water advisories” following the storm.
- Numerous hospitals throughout the State were operating at diminished capacity due to power outages and an inability to obtain fuel for operations. The lack of services and resources by hospitals posed a severe threat to the welfare of the surrounding communities and their citizens.

While distributed energy resources, including combined heat and power, fuel cells and off-grid solar inverters with battery storage allowed some of New Jersey’s critical facilities to remain operational while the electric grid was down during Sandy, the State’s vulnerable infrastructure clearly needed to be reinforced.

In response, the New Jersey Board of Public Utilities and the Economic Development Authority jointly created the Energy Resilience Bank (ERB), the first public infrastructure bank in the nation to focus on energy resilience. Launched in July 2014, the ERB addresses the weaknesses exposed by Sandy at the State’s hospitals and water/wastewater treatment plants by helping fund the development of distributed energy resources at these critical facilities to enable them to remain operational during future power outages.
A combined heat and power system on the campus of St. Peter’s University Hospital (SPUH) in downtown New Brunswick was the first project approved for funding under the ERB. SPUH, a not-for-profit organization, is an acute care, 478 bed teaching hospital that provides a broad array of services to the community. The hospital treats more than 30,000 inpatients and over 200,000 outpatients annually, and employs 2,800 healthcare professionals and support personnel. SPUH suffered direct physical damage from Superstorm Sandy and had to enact emergency protective measures to protect the health and safety of its patients and employees. This includes creating temporary hookups to accommodate water delivery by tanker when the county water plant went off line.

In total, $127 million has been preliminarily approved by the Economic Development Authority for 10 ERB projects at various hospitals, water and wastewater treatment plants, with a robust pipeline satisfying the additional $73 million of allocated funding to ensure continuity of essential resources at these critical facilities. As Chairperson of the State Energy Master Plan Committee, current BPU President Richard S. Mroz was entrusted to incorporate the Christie Administration’s priorities of improving energy resiliency, preparedness and response within the New Jersey State Energy Master Plan. Ultimately, these priorities became a new section in the 2015 New Jersey State Energy Master Update. Policy recommendations in this new section are based on New Jersey’s Plan for Action in the aftermath of Superstorm Sandy and include: protecting critical energy infrastructure, improving the EDCs emergency preparedness and response, increasing the use of microgrid technologies and applications for distributed energy resources, and creation of long-term financing for resiliency measures.

**Generators**

After Superstorm Sandy, there were almost 1,000 requests submitted by local government entities to New Jersey’s FEMA-funded Hazard Mitigation Grant Program for multiple back-up or emergency generators. It was estimated that the requests for emergency back-up generators collectively totaled over 800 megawatts (MW) of generation capacity, or 164 MW more than the generation capacity of Oyster Creek Nuclear Generating Station. With the overwhelming requests for back-up or emergency generators, the Christie Administration took action to address a clear need for local government agencies to improve and enhance the energy resiliency at local critical facilities. As Chairperson of the State Energy Master Plan Committee, current BPU President Richard S. Mroz was entrusted to incorporate the Christie Administration’s priorities of improving energy resiliency, preparedness and response within the New Jersey State Energy Master Plan. Ultimately, these priorities became a new section in the 2015 New Jersey State Energy Master Update. Policy recommendations in this new section are based on New Jersey’s Plan for Action in the aftermath of Superstorm Sandy and include: protecting critical energy infrastructure, improving the EDCs emergency preparedness and response, increasing the use of microgrid technologies and applications for distributed energy resources, and creation of long-term financing for resiliency measures.

Emphasis on Microgrid Technologies

To implement these policies, the Board is striving to develop Town Center Distributed Energy Resources (DER) microgrids that are capable of providing on-site power to connected critical facilities within a local area or town center setting during electric grid outages. These town center microgrids could include local and/or State government critical operations, police and fire facilities, hospitals, shelters, and multifamily buildings that are all centrally located. These critical facilities would be connected to a single or series of DER technologies that can operate while isolated and islanded from the main grid when power is down.

New Jersey currently has 50 running microgrids; many of which have been funded by the NJ Clean Energy Program. Soon after Superstorm Sandy, the Board began working with NJ TRANSIT, the U.S. Department of Energy (DOE) and other State agencies to develop a transit microgrid to improve the reliability of New Jersey Transit’s rails systems. In 2013, the DOE invested $1 million into the development of the transit microgrid. The Board has also been working with the City of Hoboken on the development of a microgrid as a backup resource to power critical buildings in future major weather events.

With the New Jersey Institute of Technology serving as the Board’s consultant, the Board also prepared and released the BPU Microgrid Report. The report provides detailed information on advanced microgrid systems and DER technologies and provides recommendations on policy considerations. The report is an analysis and assessment of the current publicly available microgrid reports and Distributed Automation/Smart Grid reports; a review and evaluation of the microgrid statutes, regulations, orders, proceedings and filings in other states; interviews and discussions with officials from other State programs; and discussions with representatives of New Jersey electric and gas distribution companies, the U.S. Department of Energy and their Federal labs, microgrid developers/organizations and DER microgrid customers.

In response to the Board’s acceptance of the Microgrid Report, with its eight recommendations, Board staff established a stakeholder process to develop and implement TCDER microgrid pilot projects. To move development of TCDER microgrids beyond the initial stakeholder conversation phase, the Board developed and implemented a Town Center DER Microgrid Feasibility Study incentive program. This past June, the Board approved funding the first 13 feasibility study applications for a total of $2 million in NJ Clean Energy Program funding.

Next Steps to Building an Even Stronger New Jersey Energy Network

The 13 separate feasibility studies, along with continuing stakeholder input, will inform the next steps in the development of Town Center DER microgrids. Once the feasibility studies have been evaluated, the Board will establish a Statewide microgrid policy to address a host of regulatory issues and move projects to the engineering design phase. As these original feasibility studies move forward, the Board plans to open another application window to receive additional feasibility study applications for potential Town Center DER microgrids across the State.
CHAPTER NINE

ORGANIZING CHARITY & VOLUNTEER EFFORTS
Organizing Charity & Volunteer Efforts

Sandy by the Numbers
Volunteers and Charitable Donations

• The First Lady’s Superstorm Sandy New Jersey Relief Fund raised a total of $41 million from over 35,000 donors worldwide:
  o 250,000 total New Jersey residents helped through grants provided by the Relief Fund;
  o 2,265 home repairs and reconstruction completed;
  o $6.2 million given to 11 Long Term Recovery Groups;
  o 2.5 million meals were delivered to those affected;
  o 1,127 small businesses obtained loans to re-open their doors;
  o 3,127 residents received financial counseling; and
  o 3,060 households were provided with mental health and emotional support services.

• Over 350,000 volunteers served during Sandy recovery. Organizations that were engaged in response and recovery efforts reported the following incredible milestones in just the first year after Sandy:
  o FEMA documented over 1 million volunteer hours from 48 voluntary agencies;
  o 111 fixed feeding sites and 134 mobile feeding units distributed more than 4 million meals and snacks;
  o More than 395,000 volunteer hours were contributed by the Red Cross in New Jersey;
  o AmeriCorps teams completed the mucking/gutting of 1,340 homes and non-profits;
  o About 30,000 volunteers with The Church of Jesus Christ of Latter-day Saints donated approximately 300,000 hours, directly assisting 3,782 households;
  o Jersey Cares mobilized a total of 11,415 volunteers who contributed over 75,000 service hours;
  o Teams of volunteers from the United Methodist Church contributed more than 58,000 service hours; and
  o Thousands of students at New Jersey’s colleges and universities donated untold time and effort to help clean-up and restoration efforts across the State.
Organizing Charity & Volunteer Efforts
Part One, “Spurring Recovery Through Charitable Donations and Volunteerism”

Office of the First Lady

On November 2, 2012, just days after Superstorm Sandy devastated the Garden State, First Lady Mary Pat Christie founded the Sandy New Jersey Relief Fund, Inc. (Relief Fund). What began as a nonprofit to help New Jersey rebuild after the storm evolved into a committed partnership of individuals and organizations working together to make a difference in the lives of all those impacted by Sandy.

“Our objective went beyond the collection and distribution of philanthropic dollars. The Relief Fund endeavored to be a committed partner, empathetic ear and an advocate for the communities and residents navigating a path forward.”

- First Lady Mary Pat Christie

Mrs. Christie sought the advice of experienced professionals, including governors, corporate heads and nonprofit leaders, who organized similar efforts in response to disasters, such as Hurricane Katrina, the earthquake in Haiti, and September 11. The purpose of the First Lady’s efforts was to create a non-profit that would have a sustainable, long-term impact and that focused on programs to address the unmet needs of New Jersey communities affected by Sandy.
Fundraising & Charitable Donations

The Relief Fund raised a total of $41 million with the help of its board and robust honorary board from over 35,000 donors worldwide. Contributors included corporations, foundations, foreign countries, community organizations, and individuals.

In total, 95% of funds were efficiently distributed in support of 109 nonprofit organizations throughout the State. It was the largest philanthropic source of funding for New Jersey’s recovery.

FUNDRAISING ANALYSIS

$41 MILLION raised from 35,000 SUPPORTERS worldwide.

WHO DONATED

WHERE OUR DONORS ARE FROM

The Relief Fund impact and accomplishments include:

- **250,000** total New Jersey residents helped through grants provided by the Relief Fund
- **2,265** home repairs and reconstruction completed
- **$6.2 million** given to 11 Long Term Recovery Groups
- **2.5 million** meals were delivered to those affected in the aftermath
- **1,127** small businesses obtained loans to re-open their doors
- **31,274** residents received financial counseling
- **3,060** households were provided with mental health and emotional support service

Service Events & Partnerships

Sandy Service Day

In 2013, to mark one year of recovery, the Fund teamed up with Jersey Cares to mobilize 3,000 volunteers to complete service projects in communities impacted by Sandy. The Relief Fund paid for all the tools, equipment and supplies for the volunteers who cleaned up debris, installed storm fencing, painted life guard stands, rebuilt homes and more. Between a two day period, over 50 projects were worked on throughout the State.

National Dine Out Day

In 2013, First Lady Mary Pat Christie led the way in “National Dine Out Day”, a partnership with over 2,000 restaurants across the country who donated a percentage of sales to the Relief Fund.

The Relief Fund responsibly distributed all of the funding entrusted to it, and closed its doors in March of 2016. Mrs. Christie is proud to say that her efforts leading the Sandy New Jersey Relief Fund have been one of the most significant and rewarding experiences as First Lady.
They braved the cold, wind and darkness, finding themselves providing food, water and shelter to new friends and neighbors. Students and administrators responded to Superstorm Sandy in the same way as many other New Jerseyans, as they found themselves thrust into leadership positions because the need was great and the time to act was short.

Rutgers, Rowan, Stockton and Monmouth universities were among the many to offer shelter and services to their communities. All New Jersey colleges and universities have stories about students, faculty and staff who kept people safe, dry and warm until the worst of the danger passed.

What follows are a few synopses of the small acts of heroism and the tireless efforts of hundreds of student volunteers who stepped up to help after Superstorm Sandy simply because it was the right thing to do.

I applaud the thousands of volunteers from all around the country who reached out to help New Jersey in the aftermath of Sandy. The response was extraordinary, and I am confident that the tremendous level of volunteerism helped New Jersey come back stronger than ever.”

– Governor Chris Christie
But sleep was the least of Outwater’s concerns. At 3 a.m. the next morning, she returned to City Hall to help staff the city’s call center.

Six hours later, Outwater found herself in charge of organizing hundreds of volunteers who reported for volunteer assignments on Wednesday.

“All of a sudden, I was the person responsible for getting all of the volunteers who showed up where they were most needed,” said Outwater, who was officially declared the volunteer coordinator for Sandy in Hoboken. “That first day there were about 300 people. The next day, there were 800.”

Throughout the week, Outwater managed countless recovery efforts, which were instrumental in getting Hoboken residents the care they needed. Her role involved assigning tasks to teams of volunteers, responding to incoming requests for aid or specific issues volunteers brought back from the field, organizing sites to store donations of supplies, coordinating activities with the National Guard, FEMA, the City of Hoboken, emergency personnel, and more.

“Student volunteers delivered food, water, medications and generator fuel to individual residents or to distribution centers across the city. The centers stored the many supplies donated to Hoboken in the aftermath of the hurricane, including hundreds of thousands of ready-to-eat meals transported by enormous semi-trucks.”

“The response of the public has been incredible,” said Outwater. “If you can get out to help, it is a life changing opportunity,” she said.

Middlesex County College (MCC)

At Middlesex County College, the call came in Friday night, four days after the storm devastated New Jersey and the east coast. John Pulomena, the Middlesex County administrator, was on the line; he needed a place to house vulnerable people with medical conditions who had been displaced by the storm. A hospital stay wasn’t necessary – and the hospitals were overcrowded already – but the patients would need more care than a regular shelter could provide.

MCC’s Physical Education Center was the perfect location and College President Joann La Perla-Morales didn’t hesitate to approve. And so began a spot-on example of caring and community service.

Over the weekend, campus work crews moved the bleachers, the wrestling mat and other equipment. Two generators – one from the County and one from the College – were installed to provide backup electricity if needed.

MCC workers lowered a protective covering over the gym floor, and assisted the Centers for Disease Control with delivery of hundreds of crates of supplies and cots. The Department of Information Technology installed phone lines and provided data access. One classroom was turned into a pharmacy.

Washers and dryers normally used for athletic team uniforms were pressed into service to clean clothes and linens for the patients, and the College food service vendor began serving meals. Campus Police handled security, along with backup from the County Sheriff’s Office.

The gym was turned over to the United States Department of Public Health Services, a military, uniformed service consisting of officers assigned to various agencies such as Health and Human Services, Homeland Security, the Department of Defense, and the Center for Disease Control.

In total, 115 patients were served over the eight days of occupancy.
When Sandy hit, the New Jersey Institute of Technology (NJIT) launched a comprehensive initiative to help the State recover. Through (Re)Build New Jersey Strong, a weeklong community service effort that took place during spring break, more than 600 NJIT students, faculty and alumni came together to help residents, businesses and government agencies recover and rebuild. The work took volunteers to places ranging from Newark, where they helped reinforce a library in the city’s Ironbound section, to Brick Township, where they redesigned a housing complex decimated by flooding and fire.

Daily buses left the NJIT campus filled with students and other volunteers. Assignments involved cleaning up beaches and/or parks; deconstructing homes (i.e., pulling out wall boards, shoveling mud out of basements); building new structures; finishing work such as painting or simple carpentry; and survey work such as collecting data and information.

A few days after the storm hit, NJIT’s Center for Natural Resources Development and Protection (NRDP) received funding from the National Science Foundation to study the impact of the storm on the New Jersey shoreline. Michel Boufadel, director of NRDP and professor of environmental engineering, led a team to Laurence Harbor on Raritan Bay to evaluate the shift and erosion of the sand. The team also measured the runoff of fertilizers, pesticides and other compounds into the Bay and studied how the wetlands held up in the storm. Closer to the NJIT campus, the team assessed how the storm-related influx of seawater into the Passaic River affected the fish population.

“\nWe had two focuses,” Boufadel said. “Evaluate the mobilization of hazardous compounds from a superfund slag site in Laurence Harbor; and evaluate the return of the ecosystem to its pre-storm conditions. We learned that large quantities of hazardous metals (lead, mercury, chromium) were mobilized into people’s yards and potentially houses. We also learned that it took around two months for the salinity in the wetland in Cheesequake Creek to return to pre-storm conditions. The devastation was overwhelming as there were 30 foot boats perched on roofs.”

Stories from Other Campus Communities Around the State

- The College of New Jersey’s campus community rallied together to help those in need and established the “Here for Home” campaign, which was dedicated to coordinating the College’s relief efforts. The campaign collected canned goods, blankets, clothing, children’s books, and other supplies and set up an online donation system to support relief efforts by the college. In total, Here for Home raised more than $6,500 to support relief projects as well as organizations such as the Red Cross, and collected more than 4,500 pounds of supplies to help those affected by the storm. Additionally, more than 200 students, faculty and staff volunteers performed more than 1,200 hours of service in the areas hardest hit by the storm.

- At New Jersey City University, 126 of NJCU’s fire science majors worked throughout the storm in nearly every county in New Jersey, either as volunteers or at their career ranks, ranging from firefighter or EMT to chief of operations.

- Thanks to Princeton University’s microgrid, a self-contained on-campus power generation and delivery network that is capable of producing 13 megawatts of electricity, the campus was able to remain operational when the electricity went out during the storm. The university served as a place of refuge for police, firefighters, paramedics and other emergency services workers, who were provided with free meals and used the campus as a staging ground. Princeton students also collected 200 bags of clothes and shoes; 85 bags of children’s clothes, toys, shoes and diapers; 60 bags of toiletries; 55 bags of food; and 40 bags of household items that were distributed to communities in need.

- At Fairleigh Dickinson University, students hunkered down in the Ferguson Recreation Center, unrolling blankets and sleeping bags. A canned food drive sponsored by the Student Government Association on Metropolitan yielded 1,000 pounds of donations to benefit the food pantry in Hackensack.
The Governor’s Office of Volunteerism, as part of the Department of State, responded to the incredible outpouring of citizens who offered to help in Sandy’s wake. Volunteers from around New Jersey and throughout the nation immediately sprang into action to help those in need. In the first weeks following Sandy, the Office received over 15,000 calls, emails, and texts from New Jersey residents and from volunteers across the nation. The Lieutenant Governor activated the State’s volunteer emergency response hotline at 1-800-JERSEY-7 (1-800-537-7397), which served to enhance the State’s emergency responsiveness by harnessing New Jerseyans’ strong spirit of service. The Lieutenant Governor also met with Red Cross and AmeriCorps teams, and worked side-by-side with volunteers. The Office of Volunteerism deployed over 300 AmeriCorps members from all parts of the nation, who set up volunteer reception centers, assisted with donations management, and gutted and rebuilt flooded homes. In addition, the Office worked in cooperative partnership with FEMA, NJ Voluntary Organizations Active in Disasters, Jersey Cares, the American Red Cross, the Salvation Army and other faith-based organizations, which sent teams from across the country. Staff also worked with over 70 colleges and high schools to match and direct student volunteers to where help was needed.

Over 350,000 volunteers served during Sandy recovery, and, in the first year after Sandy alone, organizations that were engaged in response and recovery efforts reported the following incredible milestones:

- FEMA received documentation of over 1 million volunteer hours from 48 voluntary agencies;
- 111 fixed feeding sites and 134 mobile feeding units distributed more than 4 million meals and snacks;
- Over 480 voluntary organizations provided assistance to survivors;
- More than 395,000 volunteer hours were contributed by the Red Cross in New Jersey;
- AmeriCorps teams completed the mucking/gutting of 1,340 homes and non-profits;
- About 30,000 volunteers with The Church of Jesus Christ of Latter-day Saints donated approximately 300,000 hours, directly assisting 3,782 households;
- Jersey Cares mobilized a total of 11,415 volunteers who contributed over 75,000 service hours;
- Teams of volunteers from the United Methodist Church contributed more than 58,000 service hours;
- 1,500 homes have been given “blue roofs” designed to store rainwater; and
- Hundreds of thousands of people, and even pets, were provided with vital services.

“Many of our New Jersey volunteers lost their own homes and possessions, yet they demonstrated the strength and character of our great State by working to aid others who were also affected by the storm and helped get our communities back on their feet.”

- Lieutenant Governor Kim Guadagno said of her experiences serving side-by-side with volunteers

Organizing Charity & Volunteer Efforts
Part Three, “Championing Volunteerism Through the Governor’s Office”
CHAPTER TEN

NAVIGATING LEGAL CHALLENGES IN THE AFTERMATH OF SANDY
Navigating Legal Challenges In The Aftermath of Sandy

When Superstorm Sandy made landfall, it came with more than simply torrential rain, unprecedented flooding and devastating wind. It also brought with it a host of public-safety challenges and complex legal issues, as well as unscrupulous persons who sought to take advantage of the storm and its victims for their own personal gain.

Providing Emergent Legal Advice

Even before the storm was barreling down on New Jersey, it was already known that there would be a deluge of novel and complex legal questions that would need to be answered very quickly, and so preparations began inside “New Jersey’s law firm.” The Division of Law assembled a core team of subject-matter experts best suited to creatively address the many legal issues that would accompany one of the worst natural disasters in the State’s history. While the storm was still raging, this team of dedicated lawyers - many of whom were themselves taking shelter and had lost electrical power - were in constant communication about each legal issue as it came up.

The team handled untold numbers of emergent issues during the storm and its immediate aftermath. Behind many of the important initiatives undertaken by the departments and agencies in the State were attorneys from the Attorney General’s Office helping to guide them through the myriad legal issues that a disaster like this poses. From helping to identify all legal recovery efforts that each agency could take, to drafting the necessary documents and orders to effectuate those efforts, and to defending those actions in court after the fact, the Division of Law provided sound counsel and advice to guide the State as it set out on the road to recovery.

“The Department of Law and Public Safety rose to the occasion after Superstorm Sandy, and accomplished tremendous things - often behind the scenes - to protect New Jersey’s citizens in its aftermath. I am extremely proud of the round-the-clock work that these dedicated public servants did on behalf of the people of New Jersey in the immediate aftermath of Sandy and in the years since the storm.”

-Attorney General
Christopher S. Porrino
Protecting the Right to Vote in the Aftermath of Sandy

Among the more immediate legal issues was that on November 6, only one week after Sandy, there was a Statewide general election. Indeed, it was a presidential election, which tends to draw larger voter turnout than non-presidential elections.

In the days before the election, the Department of State, in cooperative partnership with the Office of the Attorney General and county election officials, had to:

- Secure or relocate New Jersey’s 3,500 polling places;
- Extend the deadline to apply for mail-in forms;
- Direct that all election offices be open every day up to Election Day; and
- Deliver an unlimited number of mail-in ballots to displaced voters living in shelters.

To address the enormous task of holding this statewide event a matter of days after a natural disaster, a team of election specialists was assembled within the Attorney General’s Division of Law. Each attorney was assigned a small number of counties with whom he or she acted as a liaison for the many legal and practical issues that would arise in the coming days. For example, in Passaic County only 2 out of more than 200 polling places were accessible immediately after the storm subsided. Working with election officials, the team tirelessly worked on obtaining necessary repairs, securing alternate polling locations, obtaining required poll workers, and making sure that voting machines were available. As a result of these extraordinary efforts, all but two of the original polling places in Passaic County were made available to voters on Election Day, and those two were replaced by alternate locations. The office also worked with the counties on other logistical issues, such as ensuring that sample, provisional, and emergency ballots were properly printed and available, and that election-related mail was appropriately received and delivered.

The office also worked closely with the Secretary of State and the Director of the State Division of Elections to afford displaced voters enhanced opportunities to cast their ballots, to provide election officials with flexibility to handle voters and their ballots, and to defend those actions in the courts. For instance, voters displaced by the storm were treated like overseas voters, and thus could submit their ballots by fax or email. The deadline for mail-in ballot applications, as well as for the receipt of such ballots, was extended. Voters were permitted to vote in-person anywhere in the State by using a provisional ballot. Authorized messengers were allowed to bring additional applications from State-sponsored shelters, rather than the typical ten-application maximum. And polling places were allowed more than 1,000 feet from election district boundaries.

The Department of State’s and the Division of Law’s efforts were critical in safeguarding New Jersey citizens’ right to vote despite the storm. Methods for notifying the public about these important new opportunities to vote included reverse 911 announcements, public service announcements on local radio and cable television, newspaper ads, Internet advertisements, and postings at polling place locations. These changes, along with others, made it easier for voters to have their voices heard after the storm, and for election officials properly to tally the election results. Despite the disruption caused by Sandy, the State experienced a 67% voter turnout.

Debris Cleanup

Another practical challenge facing New Jersey in the immediate aftermath of the storm related to the debris left in Sandy’s wake. Boats, cars, trees, power lines, and even entire buildings had been washed or blown into the streets, making much of the State impossible to travel.

As soon as these emergency procurements were obtained to address the crisis, attorneys in the Division of Law began working with procurement specialists to re-bid the contract for debris removal. In a matter of only a few months, new contracts were in place and the interim emergency contract was closed to new task orders. These procurement methods were subsequently reviewed and approved by the federal government for consistency with applicable guidelines for federal reimbursement.

Shore Protection

Another of the hurdles facing New Jersey was the construction of shore protection measures along the coastline to help protect the State’s residents from future natural disasters. The Division of Law developed a legal strategy and aggressively implemented an initiative to obtain all easements required by the United States Army Corps of Engineers (USACE) to construct these measures. At the time Sandy hit, a condemnation case entitled Borough of Harvey Cedars v. Karan was already pending before the New Jersey Supreme Court. The central legal issue was whether the protective benefits of shore protection projects could offset any decrease in the value of condemned property (for example, a diminished view of the ocean) in determining “just compensation.” The decision below had awarded the homeowners $500,000 for impacts to their view without consideration of the...
After the landmark Harvey Cedars decision, the office formed a “shore protection team” within the Division of Law to lead, oversee, and implement the State’s effort to obtain the almost 3,000 easements required to commence construction of the major USACE projects planned for the State. Alongside the Department of Environmental Protection, the office coordinated the retention of surveyors, engineers, appraisers, and other experts needed to file the condemnation actions. Through these continuous, coordinated, and strategic efforts since Sandy, the office has obtained all easements required to commence construction of the most critical engineered beach and dune projects in New Jersey, including Port Monmouth, Barnegat Inlet, Long Beach Island, Absecon Island, Long Branch to Loch Arbour, Manasquan Inlet to Port Monmouth, and Elsinboro.

Protecting Consumers

The Division of Consumer Affairs and the Division of Law have worked aggressively to protect vulnerable consumers from unscrupulous merchants seeking to benefit improperly after the storm. As soon as the storm subsided, the office immediately began providing important information to consumers to help them detect and avoid fraudsters. Within a matter of only a few days, the office had issued 65 subpoenas to businesses suspected of price gouging after the storm, in violation of New Jersey law. And only one week later, the office filed suit against eight of those businesses for their illegal practices of inflating prices on essentials like fuel and shelter. All together, the office has brought a total of 30 such price-gouging cases against unscrupulous businesses in the aftermath of the storm.

The office has also been aggressive in protecting consumers in the long term as they tried to rebuild their lives. For instance, some Home Improvement Contractors and Home Elevation Contractors took consumers’ money and never perform the promised work, or else performed substandard or untimely work, in violation of consumer protection laws. The office aggressively investigated claims of civil Sandy fraud, issuing subpoenas and notices of violation, and even instituted numerous civil actions to combat these abuses. These efforts help restore compensation to affected victims, and bring to justice businesses that try to take advantage of the public.

Prosecuting Fraud

The affected regions were declared federal disaster areas, making residents immediately eligible for Federal Emergency Management Agency (FEMA) relief, and later on qualifying these individuals for grants allocated for New Jersey disaster relief by the Department of Housing & Urban Development (HUD), the Small Business Administration (SBA) and the Department of Health & Human Services (HHS). Billions of federal and State dollars were funneled into the areas hardest-hit by Sandy, allowing for an incredible amount of homeowner rebuilding projects to be completed over the last five years. The disaster relief funds provided a silver-lining for many citizens struggling to cope with the worst natural disaster in New Jersey’s history. Unfortunately, the worst of times also sometimes brings out the worst in some people. Over the last five years, the Division of Criminal Justice has filed criminal charges against 100 people for allegedly filing fraudulent applications for federal relief funds related to Superstorm Sandy. In most cases, individuals are charged with falsifying information related to their primary residence in order to qualify for disaster relief programs offered by FEMA, HUD, HHS, or SBA.

“Charging 100 defendants in these relief-fraud cases is a sad milestone in that it highlights how many people are willing, in the face of a historic disaster, to dishonestly exploit an offer of aid meant for those who were hardest hit,” said Attorney General Porrino. “At the same time, we’re proud of our collaborative efforts, which have recovered millions of dollars and sent an unmistakable message that those who commit this fraud will face serious criminal charges, now and during any future disasters.”

In the interest of safeguarding taxpayer funded disaster relief grants and maximizing law enforcement resources, the office partnered with federal investigators from the Department of Homeland Security and HUD to investigate hundreds of cases involving fraud or theft of funds intended for Sandy victims. Statewide, the Division of Criminal Justice has brought and/or coordinated over 200 Sandy-related prosecutions. Instances of fraud detected by the Attorney General’s Office and its law enforcement partners has already accounted for over $5 million in funding intended to support Sandy-impacted individuals/areas.

Beyond these Sandy relief program cases, the office has also charged two defendants who stole hundreds of thousands of dollars from more than 20 victims who hired the couple’s home improvement companies after Sandy, convicted four defendants for falsifying titles to resell Sandy-damaged cars to unsuspecting buyers, and convicted a defendant who stole money from Sandy victims by falsely promising temporary housing and relocation services.
Managing State Insurance and Unemployment Claims

Part One: “Protecting Sandy-Impacted Insureds”

Department of Banking & Insurance

The Department of Banking and Insurance’s (DOBI) mission is to regulate the banking, insurance and real estate industries, to protect and educate consumers, and to promote the growth, financial stability and efficiency of those industries. This mission becomes of paramount importance when our State is struck by natural disasters, like Irene in 2011 and Superstorm Sandy in 2012. Sandy had devastating effects on New Jersey, including extensive flooding, property damage, and power outages. DOBI works every day to ensure that insurance companies and State banks are going to be there when disasters impact our State.

Insurance performs vital economic and social functions. When disasters like Superstorm Sandy strike, insurance claim payments reduce economic losses so that residents and businesses are less likely to suffer a financial catastrophe after a natural one. DOBI works to foster competitive insurance markets so that a large number of insurers are providing a broad range of choices in coverage and price. This allows citizens to make informed choices about how to meet their insurance needs. Importantly, DOBI also imposes strict requirements on the finances of insurers so that they will be financially prepared to make good on their promises when New Jerseyans need them the most. More than a decade ago, DOBI began working with insurers and emergency management officials to prepare for an event like Sandy. This included imposing new requirements on insurers regarding how they must respond to disasters, especially to ensure that they are adequately staffed and ready to respond to the increased needs of New Jersey residents.

Storm Preparation: DOBI Disaster Response Plans

With the start of the hurricane season in June 2012, DOBI escalated its emergency preparation work with comprehensive advice for consumers on preparing for a Superstorm. When it was clear that Superstorm Sandy’s power and pathway were likely to greatly impact New Jersey, DOBI directed the State’s regulated industries to activate their Disaster Response Plans – especially so that insurers were adequately staffed and ready to respond to the increased volume of policyholder calls and claims. DOBI also took swift internal measures to activate its own disaster response plan, which provides that even if the State was closed, the experts at DOBI would be there to help.

Response to Sandy Insurance Needs

Immediately following Sandy, DOBI’s Consumer Protection Services mobilized to provide direct, one-on-one assistance to consumers. DOBI staff was present at 57 of the Governor’s mobile cabinets, staffed Disaster Recovery Centers for a total of 94 days, and provided assistance at other community outreach events for Sandy victims. Through this outreach, DOBI provided learned assistance with insurance and banking issues. DOBI representatives helped explain the insurance claim submission process, provided contact information for insurance companies and agents, helped consumers obtain copies of and understand their insurance policies, and referred consumers to agencies and organizations that would assist in the absence of flood insurance coverage.
As time progressed, consumer concerns focused on claim delays, denials and unsatisfactory claim offers. Sandy was a flood event, and residents were often frustrated with their Federal flood insurance policies issued by the National Flood Insurance Program (NFIP). Because it is a Federal program, DOBI did not have authority over the NFIP flood policies. This provided difficulties for DOBI staff, as they pushed to establish effective lines of communication so that inquiries to DOBI by Sandy victims concerning their NFIP policies could be seamlessly transferred to FEMA for handling. DOBI's goal was to make this process easier for New Jersey residents. DOBI also required New Jersey insurers to respond to DOBI's Sandy-related inquiries under an accelerated time frame of within 5 days of receipt to ensure an efficient response time to Sandy victims. In addition to in-person outreach, DOBI staff responded to 4,388 telephone inquiries and handled 3,175 complaints stemming from Sandy, which has assisted New Jerseyans in recovering $7.78 million from their insurers.

At the urging of DOBI and Federal authorities, State-chartered and national banks worked with customers who were harmed by Sandy to provide relief and assistance, such as waiver of ATM fees for customers and non-customers, increased withdrawal limits, waiver of overdraft fees, and waiver of bank restrictions on accessing proceeds of insurance checks. DOBI also assisted Federal authorities in the compilation of statistics on branch closing locations that was used by essential service providers to target areas in the most need of assistance. DOBI also worked with regulated entities — including all insurers - whether home, health or auto — to provide necessary forbearance of payments due by Sandy victims. These steps ensured that mortgages did not default, health insurance policies were not cancelled and people could continue to get access to necessary medical care, and provided reinsurance to those with homes, businesses and autos that were damaged or destroyed.

Tracking Sandy Insurance Claims

DOBI also began tracking insurers’ handling of Sandy claims and their costs to New Jersey’s insurance market immediately following the storm. This tracking demonstrated the importance of the Department's and the insurers’ planning and preparation for catastrophes. Five months post-Sandy, admitted insurers (non-flood or surplus lines) had closed over 90% of all Sandy claims. At present, virtually all Sandy insurance claims in the admitted market have been closed. In total, insurers have paid over $31,000 Sandy insurance claims totaling over $4.6 billion for homes, businesses, automobiles and other coverages. Although NFIP flood insurance processes have often taken longer and been difficult for Sandy victims, DOBI is pleased with the response of the admitted insurers in New Jersey and their commitment to Sandy recovery.

Sandy Insurance Mediation Program

In the Spring of 2013, DOBI, for the first time, used its emergency powers to establish a State-sponsored and non-binding Mediation Program for unresolved Sandy insurance claims, which required the participation of all admitted insurers and permitted participation by any willing surplus lines insurers; DOBI also sought to have the NFIP participate to enable the global resolution of Sandy claims; unfortunately, the Federal authorities advised that they would not participate. Nevertheless, the Mediation Program was resoundingly successful by resolving approximately 67% of filed disputes and, as demonstrated by participation surveys, by providing a forum for New Jerseyans — even when a settlement was not reached — to engage in-person with insurer representatives and have their Sandy experiences heard by an impartial mediator.

Post-Sandy Growth in the Insurance Industry

In the five years since Superstorm Sandy, DOBI has diligently toiled to ensure that insurance and banking industries acted responsibly and efficiently to make good on their promises to Sandy victims and help position the State to recover. A key to this is ensuring the health of insurance markets for years to come, so that all New Jerseyans have access to needed insurance and, therefore, coverage when the next significant disaster strikes. DOBI has made great strides in this regard. Not a single homeowners insurer has left the New Jersey market; in fact, New Jersey now has more insurers writing homeowners insurance here than it did before Sandy. Some new companies are even specializing in coastal risks and/or are offering stand-alone or rider-based private flood insurance. As this type of coverage continues to grow in availability, fewer residents will be forced to depend on the Federal flood program that proved so frustrating during the aftermath of Sandy. There have been no unusual premium rate increases post-Sandy, and the cost of an average homeowner’s premium ranks in the middle at 21st out of all states - despite the fact that New Jersey is a coastal State, its houses are generally valued at higher amounts, and New Jerseyans tend to buy higher coverages. Overall, New Jersey’s homeowners insurance market has flourished since Sandy, with residual market policies at all-time lows and the number of policies in the admitted market increasing from 2.54 million at year-end 2012 to 2.66 million at year-end 2016.

New Jerseyans can be assured that DOBI is prepared to take similar steps during any future disaster in continued service of its mission to protect banking and insurance consumers.
Managing State Insurance and Unemployment Claims

Part Two: “Supporting the State’s Unemployed in a Time of Crisis”

Department of Labor and Workforce Development

New Jersey experienced the single largest spike in unemployment in State history as a result of Superstorm Sandy. With critical infrastructure inoperable or gone entirely, and lengthy power outages that struck 2.8 million industrial, commercial, residential and government buildings, the jobs of employers and workers were severely impacted or eliminated. Thousands of businesses did not just close temporarily, they shut down permanently. Within one month of Superstorm Sandy, more than 154,000 new unemployment insurance claims were filed with New Jersey’s Department of Labor and Workforce Development (LWD).

LWD Immediate Response

During the first days that followed the Superstorm’s strike, LWD had to respond to a dramatic rise in demand for key services – which included unemployment insurance, employment counseling, training resources, labor market and demographic data, and safety inspections – at a time when most transportation, energy, and communications systems were in disarray. Despite these challenges, by March 2013, the Administrator of the Federal Emergency Management Administration (FEMA) was citing innovative efforts by the Department in his testimony before the Senate Appropriations Committee.

LWD partnered with FEMA to station staff in Disaster Recovery Centers (DRCs) throughout the State to optimize response times and services. Using mobile technology, staff helped people apply for unemployment benefits and access services. Informational help-sheets, in English and Spanish, were distributed to job-seekers and businesses at DRCs and local shelters. The quick action of LWD to pay claims kept food on the table for families and helped people pay for essentials lost. Other critical post-Sandy labor initiatives to help individuals and agencies included:

• Income Security: A new system of electronic payments of direct deposit and use of debit cards insured that unemployment benefits reached individuals without delay, even those whose homes and neighborhoods had been destroyed. LWD also obtained Federal Disaster Unemployment Insurance, providing benefits to 3,400 additional residents who otherwise would not be eligible for unemployment insurance.

• Joint Economic Data Operations Team: An online data clearing house was created that coordinated labor market, economic, demographic and storm-impact data sets from sources as diverse as LWD, New Jersey Treasury, FEMA, US Census, State Police, the Economic Development Authority, and county and local agencies. User-friendly charts and maps were easily accessible to all parties engaged in the recovery.
- **One Stop Career Centers:** Workforce Development instantly mobilized a network of undamaged One-Stop Career Centers to provide information and technical assistance to dislocated workers and business owners, including free access to working phones, fax machines and computers. The unit’s “SandyHelp” hotline phone center and direct email outreach directed callers to vital resources through English and Spanish speaking staff. Single page informational help-sheets were distributed through all functioning Career Centers, FEMA disaster centers and local shelters. The Workforce Development’s Business Service Representatives used their mobile technology to help FEMA Disaster Recovery Sites and local shelters provide information and process new UI claims.

- **OSHA Consulting:** Labor Standards & Safety Enforcement’s OSHA consulting staff offered on-site training and information that helped communities, businesses and volunteers identify and avoid safety hazards as they cleared mountains of debris left in Sandy’s wake.

- **Hiring for Disaster Recovery:** LWD sought and received a $15.6 million National Emergency Grant from the U.S. Department of Labor, allowing more than 1,000 unemployed people to be hired by local governments and State agencies to perform critical Sandy recovery assignments. Individuals hired through this grant helped in clean up efforts, assisted in the restoration of facilities and supported a wide range of local government services.

- **Jersey Job Clubs:** LWD mobilized its statewide network of Jersey Job Clubs to hold daily information sessions for more than 6,000 job-seekers.

- **OnRamp at Jobs4Jersey.com:** Sandy-impacted workers and businesses were linked to the LWD’s innovative OnRamp at Jobs4Jersey.com, an on-line job-search engine where more than 260,000 workers have posted resumes to link with more than 9,000 employers searching for talent. OnRamp registrations rose by more than 4,000 in the week following Sandy, with FEMA using OnRamp to help fill 76 positions. OnRamp is now available on LWD’s new New Jersey Career Connections website.

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**Strengthening the State’s Labor Force Through Long Term Recovery**

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LWD continues to play a critical role in the Sandy recovery, connecting people who lost their jobs with opportunities created by the rebuilding effort. For instance, LWD created the “Hire New Jersey” Recovery Plan, which allocated State funds to help businesses recruit and hire new workers through an On-the-Job (OJT) training program and business-driven industry-focused training.

LWD also expanded its Talent Network initiative by creating two new partnerships, one focused on recovery efforts (led by Ocean County College) and another focused on the hard-hit hospitality, tourism and retail industries (led by Stockton University and Fairleigh-Dickinson University). These new Talent Networks worked with businesses to identify changing workforce needs and develop programs to connect job-seekers and employers.

In recognition of these efforts, LWD was awarded the State Excellence Award for Leadership for 2013 by the National Association of State Workforce Agencies.
CHAPTER TWELVE
SAFEGUARDING DISASTER RELIEF FUNDS
Safeguarding Disaster Relief Funds
Part One: “Protecting Taxpayer Funds While Promoting Government Transparency”

Office of the State Comptroller

Receiving billions in Federal funding can reshape hundreds of communities and jumpstart infrastructure projects, but it also carries with it an immense burden to the public to protect these taxpayer funds by guarding against fraud, waste and abuse. Fortunately, the State Comptroller and other State agencies instituted policies to screen all Sandy contracts, promote transparency and aggressively investigate allegations of fraud.

The Office of the New Jersey State Comptroller ("OSC") is an independent office created to bring greater efficiency and transparency to the operation of all levels of New Jersey’s government. OSC’s mission took on added urgency in the aftermath of Superstorm Sandy, as the office was charged with playing a key role in the oversight of billions of dollars in Federal disaster recovery funds provided to New Jersey to assist residents in rebuilding after the storm. Pursuant to Executive Order 125, signed by Governor Christie, OSC was charged with: (1) pre-screening all State contracts involving the expenditure of Sandy relief funds; and (2) establishing and maintaining a “Sandy Transparency” website for the public to access all Sandy-related contracts entered into by the State. In addition to these responsibilities, OSC also established a “Sandy Fraud hotline” to field tips concerning fraud, waste, and abuse of Federal reconstruction funds and participated in the Attorney General’s Statewide Sandy Fraud Working Group.

OSC’s Pre-screening of Sandy-Related Contracts

OSC’s Procurement Division pre-screens the legality of the proposed vendor-selection process for all government contracts exceeding $10 million and has post-award oversight for all contracts exceeding $2 million. The Procurement Division took on additional contract oversight responsibilities as a result of Executive Order 125. Under that order, the Division is required to pre-screen all State Sandy contracts, irrespective of size, to ensure the contracts complied with procurement laws, rules and regulations. As a result, beginning in Fiscal Year 2013, the Procurement Division reviewed a variety of purchasing practices that otherwise would have been below OSC’s statutory monetary threshold for review. The Division reviewed these proposed procurements on an immediate basis, providing guidance and feedback to agencies to ensure compliance with public contracting laws without sacrificing expediency in the State’s recovery process. In all, from Fiscal Year 2013 through Fiscal Year 2017, the Procurement Division reviewed a total of 667 Sandy-related contracts with a combined total value of more than $1.7 billion. On average for these fiscal years, the Division found and corrected errors in approximately 40% of the contracts it reviewed before they were posted to bidders.

Some of the more significant State contracts the Division reviewed include: (1) contracts for the complete restoration of a 12-mile stretch of Route 35 from Island Beach State Park to Point Pleasant; (2) contracts for disaster debris removal and waterway debris removal; (3) contracts for various repairs and resiliency upgrades to the Hudson Bergen Light Rail system and other New Jersey Transit assets; and (4) contracts for integrity monitors to oversee Sandy-related projects.
Sandy Transparency Website

Pursuant to Executive Order 125, OSC, in collaboration with the Governor’s Office of Recovery and Rebuilding and the State Office of Information Technology, also established the “Sandy Transparency” website at: www.nj.gov/comptroller/sandytransparency. The website provides the public with a one-stop resource to view the allotment and expenditure of Federal Sandy funds, to research information about Sandy-related programs and to examine detailed documents from Sandy-related contracts. OSC continues to maintain this website with regularly-updated information concerning the State’s Sandy-related contracts. In 2013, the Sandy Transparency website won the award of “Best New Jersey Website of the Year” from the Documents Association of New Jersey.

OSC’s Investigative Activities Related to Sandy

OSC’s Investigations Division also played an important role in ensuring the appropriate expenditure of Sandy funds in the State. For example, in September 2013, OSC issued an investigative report titled “Mileage Charges Associated with Hauling Superstorm Sandy Debris.” OSC’s investigation reviewed contractors’ debris hauling charges in nine towns affected by the storm and found that the contractors had overcharged the towns by a combined total of more than $300,000. The contractors involved agreed to adjust all of the overcharges identified by OSC and credited the towns that were overbilled.

OSC’s Investigations Division also established a “Sandy Fraud hotline” to receive complaints and tips from the general public concerning fraud, waste, and abuse of Sandy funds. Related to that effort, the division also participated in a collaborative working group of agencies called the “Statewide Sandy Fraud Working Group.” The Group, chaired by the Office of the Attorney General, was created to pool tips on possible Sandy-related scams and fraud avoiding duplication of efforts and resulting in better coordination of investigations.

Fraud Hotline 1-855-OSC-TIPS (672-8477) Fraud Tasker (973) 365-8700

Safeguarding Disaster Relief Funds


Department of Treasury

The Department of the Treasury’s Sandy-related work began before the storm hit New Jersey and is ongoing to present day. Pre-storm efforts ranged from preparedness operations at more than 300 Treasury-managed facilities to transporting supplies to State-supported shelters and evacuation centers. Following the storm, among its broad-ranging post-Sandy responsibilities, Treasury and its Divisions quickly secured space for relief centers, contracted for debris removal, expedited gas and diesel delivery from out-of-state wholesalers to New Jersey fuel retailers and permitted out-of-state utility worker waivers to allow them to expeditiously take part in the clean-up efforts. Perhaps most importantly, Treasury facilitated the procurement of disaster relief contractors/experts to help administer the State’s massive, multi-billion dollar recovery efforts.

To safeguard vital disaster relief funds and ensure transparency to the public, Treasury oversees the Integrity Monitoring Oversight program, implemented immediately following the storm to prevent, detect, and remediate waste, fraud, and abuse of Sandy-related recovery and rebuilding projects. Through the program, Treasury contracted with integrity monitors to oversee Sandy recovery and rebuilding contracts of $2 million or greater. The integrity monitors’ reports are posted publicly on Treasury’s website (available at http://www.state.nj.us/treasury/oversight2017.shtml) and provide narrative information on the status of the State’s ongoing Sandy recovery projects and contractors, as well as details on the contractor’s compliance with all New Jersey and Federal procurement, contracting and construction laws. Along with the State’s other efforts to promote transparency, Treasury’s Integrity Oversight Monitor Program provides the public with confidence that contractors and State entities are properly utilizing Sandy recovery funding.
Safeguarding Disaster Relief Funds
Part Three: “Securing a State Workforce to Implement Disaster Recovery Efforts”

New Jersey Civil Service Commission

Sandy’s unprecedented level of damage and emergency needs made it impossible for the State’s agencies to fully respond with existing staffing levels or to hire the appropriate level of employees in time pursuant to traditional hiring practices. Without dedicated employees to implement the various State- and federally-funded disaster recovery initiatives, New Jersey’s recovery from Superstorm Sandy would have stalled. Fortunately, the Civil Service Commission was able to act swiftly to ensure that all State Departments were fully staffed by implementing innovative strategies to allow for expedited hiring by:

- Establishing a new State title series, Administrative Analyst, Disaster Recovery, for use in the Division of State Police’s Bureau of Recovery, to properly classify staff charged with the analysis of administrative procedures related to Federal Emergency Management Agency funding and other disaster recovery efforts.

- Approving a plan which allowed the Department of Human Services (DHS) to make temporary unclassified appointments to appropriate career service titles in order to ensure that the necessary personnel could be appointed to perform specific disaster recovery related social service assistance in the disaster’s aftermath. The DHS received permission to use approximately $227 million in supplemental social service funding. The Federal government mandated that these funds be expended within two years. Thus, it was imperative that the DHS fill positions within its Office of Recovery in an expedited manner.

- Approving a plan that allowed the Department of Health (DOH) to make temporary unclassified appointments to the interim Public Health Recovery Division. It was imperative that DOH be given flexibility in the selection process in order to meet its immediate needs. As an example, DOH’s Sandy recovery response included public health and mental health professionals. Positions required skill sets including: disease surveillance activities, professional nurses with public health technical assistance experience and public health personnel with specific certifications in occupational health. The Federal government approved supplemental funding allocated across service departments, which had to be expended on an accelerated timeline, making traditional CSC staffing procedures impractical.

- Approving a plan that allowed the Department of Community Affairs to make temporary unclassified appointments to various career service titles in order to expeditiously staff the interim Sandy Disaster Recovery Division, which is responsible for the administration of more than $4 billion in Federal funds allocated to New Jersey in order to rebuild homes, business, and infrastructure as a result of Superstorm Sandy.

Civil Service’s quick actions to adjust its staffing and hiring plans to the unprecedented circumstances presented by Sandy allowed the State’s various recovery programs to successfully launch as early as possible.
CHAPTER THIRTEEN

THE DAMAGE TODAY

Silver Lake in Ferrugiaro Park, Belmar
AFTERWORD
WHAT TO EXPECT IN 2018 AND BEYOND

Five years after Sandy, New Jersey is stronger and more prepared for the next storm.

Our Emergency Responders stepped up to the plate during Sandy to protect the lives of our citizens. By incorporating the lessons learned from Sandy, the State Police and other emergency responders are now even better prepared to respond in the event of another disaster.

Through RREM, more than 5,500 houses have not only been rebuilt, but have been constructed in a more weather-resilient manner. The State has already made nearly 1,000 voluntary buyout offers to homeowners in flood-prone areas, with funding dedicated to hundreds of further buyouts to families in the areas most-vulnerable to flooding. Rental and affordable housing stocks have been replenished with thousands of new units dedicated to low and moderate income renters, with more than $60 million recently dedicated to additional affordable housing developments in Sandy impacted counties.

Billions of dollars have been invested to harden and/or improve our transportation, utility and flood infrastructure, based on damages and weaknesses exposed by Sandy. In each Sandy recovery initiative, the Christie Administration has successfully prioritized resilience and mitigation as part of its rebuilding vision.

But, the job is not yet done. While we have made substantial progress, full recovery from a storm like Sandy takes many years, and there is much to accomplish in 2018 and beyond. Many homeowners still need the housing support network established by the State to complete their reconstruction projects and return home. Critical large-scale flood resilience infrastructure projects costing hundreds of millions of dollars need to maintain the momentum that has been built over the past five years to complete the construction in the coming years. We remain fully committed to these efforts, and each day we are working to get people home, build back stronger and, ultimately, ensure a more resilient future for New Jersey.
World record longest ribbon cutting in Seaside Heights (above and below)

Grand re-opening of the Jersey Shore in Seaside Heights
Habitat for Humanity in Manasquan (above) Assisting with home repairs in Toms River (below)

Sandy Relief Fund welcomes home family to Union Beach
Lieutenant Governor Kim Guadagno presented with a key to the city by Sea Isle City Mayor Desiderio (above)
Governor Christie reviews Sandy past damage in reopening of Keansburg amusement park (below)

Flood Mitigation project announcement in Spring Lake (above)
100th house constructed by non-profit organizations since Sandy (below)
Prince Harry and the Governor tour Seaside (above)
United Arab Emirates dedication of soccer field in Atlantic City (below)

Bon Jovi donation for Sandy relief in Sayreville (above)
Building with Cake Boss, Buddy Valastro in Ventnor City (below)
Seaside 2017 (above and below)

Hydrus rollercoaster grand opening in Seaside 2017 (above and below)
“To everyone who opened their homes, who assisted senior citizens, who fed their neighbors, who counseled the grief-stricken, or pitched in to clear debris, remove sand, or get a school back open, I say “thank you to all of you.” You helped define New Jersey as a community, one which - when faced with adversity - rolls up its sleeves, gets back to work, and in word and deed shows that New Jerseyans never, ever give up.

– Governor Chris Christie

Thank you to all of the Departments and Agencies for their recollections and photos used in this book as well as the following for their photo contributions:

Office of the Governor:
Tim Larsen: Gov. letter photo, pg. 4, pg. 7 top, pg. 8 bottom, pg. 9 top, pg. 10-11, pg. 13, pg. 14 top, pg. 15 bottom, pg. 17 top, pg. 30, pg. 31, pg. 36, pg. 38 right, pg. 50, pg. 53 left top, mid & bottom, pg. 65, pg. 85, pg. 100, pg. 103, pg. 183 top left, pg. 208 top, pg. 209 top, pg. 210 top, pg. 211 top, pg. 212 top, pg. 213 top, pg. 214 top, pg. 215, pg. 220 bottom, pg. 222 top, pg. 223, pg. 230 bottom, pg. 231
Mykwain Gainey: pg. 46, pg. 150, pg. 208 bottom, pg. 221 top Nate Wood: pg. 204, pg. 209 bottom, pg. 210 bottom, pg. 212 bottom, pg. 214 bottom.

NJ National Guard:
Master Sgt. Mark Olsen: pg.12, pg. 14 bottom, pg. 15 top, pg. 32 top 3, pg. 33, pg. 34 top 3, pg. 35 left 3, pg. 104, pg. 112 right
Tech Sgt. Matt Hecht: pg. 8 top, pg. 16 top, pg. 17, pg. 32 bottom right, pg. 34 bottom left
Spc. Joseph Davis: pg. 7 bottom
Sgt. William Addison: pg. 94
Staff Sgt. Wayne Wooley: pg. 35 bottom right
Staff Sgt. Armando Vasquez: pg. 35 right top & middle
444th Mobile Public Affairs Detachment: pg. 92

NJ State Police:
pg. 20-25, pg. 27 & Len Dotson, NJTF1: pg. 18

NJ Office of Information Technology:

Other:
Mel Evans, Associated Press: pg. 28
Arora & Associate: pg. 123 right top and middle
FEMA: pg. 26
ilovesaisele.com: pg. 66
NJIT: pg. 170, pg. 174 bottom left & right 3
Stevens Institute: pg. 171, pg. 172
MCC: pg. 173, pg. 174 top left
TCNJ: pg. 175 left bottom and right top
FDU: pg. 175 bottom right
Thinkstock: pg. 67, pg. 73 bottom, pg. 74, pg. 86, pg. 130, pg. 180, pg. 184, pg. 192, pg. 196, pg. 201, pg. 202