



Mayor's Office of Emergency Management
Bernard C. "Jack" Young, Mayor
David McMillan, Director

City of
BALTIMORE
Maryland



To: Honorable President Scott, and Honorable Members of the Baltimore City Council
Room 400 City Hall

From: David McMillan, Director, Mayor's Office of Emergency Management
1201 E. Cold Spring Lane, Basement Level - Emergency Operations Center (EOC) 2

Date: November 11th, 2019

RE: Council Bill 19-0159R - Investigative Hearing - Building Backups of Untreated Sewage

The Director of the Mayor's Office of Emergency Management (MOEM) will be present for the November 13th 5:00 p.m. hearing regarding sewage backups and flooding. As Director of MOEM, I submit the following report / testimony regarding MOEM's role in responding to and addressing flooding in general, but would like to point out that by the Emergency Operations Plan (EOP) the lead agency for such an event would be DPW; if not DPW, likely BCHD if this became a widespread health issue, or BCFD if any rescues were necessary due to flooding. MOEM would be a support agency.

Thank you for your support, time, and consideration.

David McMillan

Director, Mayor's Office of Emergency Management
Emergency Manager, City of Baltimore

Cc: Honorable Mayor Bernard C. "Jack" Young
Chief of Staff Kimberly Morton



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The Mayor's Office of Emergency Management (MOEM) is responsible for ensuring the City of Baltimore is prepared for all incidents, emergencies, disasters, and special events. While MOEM would not be the lead agency for the sewage and/or flooding issues alluding to in Council Resolution 19-0159R, this general MOEM mission / goal of ensuring operational preparedness applies. We would assist the lead agency with planning, coordination, and acquiring additional resources / mutual aid as requested or necessary.

In 2018 MOEM responded to some questions the council had regarding disaster preparedness in Council Resolution 17-0052R: Informational Hearing - Baltimore's Disaster Preparedness. While the interest in that hearing at the time may have been primarily fueled by interest in our preparedness for flooding and other natural disasters, as well as school shootings, this memo quotes parts of MOEM's March 15th, 2018 response to that request for information and resulting hearing, since they are still relevant. Such quotes will be marked with quotation marks and **colored red**.

In the 2018 response it noted that MOEM achieves this operation prepared goal through a number of efforts, including:

- **Writing / updating the Emergency Operations Plan (EOP)**
- Ensuring all agencies have a Continuity of Operations Plan (COOP) as per AM 110-1 by providing technical assistance in writing these documents
- Writing / updating the City's Continuity of Government (COG) plan
- **Activating the Emergency Operations Center (EOC) and assisting with setup and proper operations of Incident Command(s) in the field, as requested**
- **Staffing a 24 hours per day, 365 days per year on-call Duty Officer program which takes responses to small or large scale incidents as requested or by MOEM standard operation procedure**
- Expending Homeland Security Grant Program (HSGP) and Urban Areas Security Initiative (UASI) grant funds on **supplies, equipment, trainings, conferences**, etc. to ensure all City agencies have the resources and skills needed to respond to emergencies
- **Hosting and participating in other agencies' and stakeholders' table top exercises (TTXs), functional drills, full scale exercises, etc.**
- **Supporting the development of agency level Incident Management Teams (IMTs), as well as, supporting the new statewide IMT effort led by the Maryland Emergency Management Agency (MEMA)**
- **Coordinating with MEMA** on regional or statewide responses, and on fulfilling requests for mutual aid assistance
- Assisting, as requested, in Incident Action Plan (IAP) development or development of any public safety reference guide(s) needed for special events or incidents
- **Implementing a new Unified Mass Notification System, CodeRED from Onsolve, to provide internal and external alerts to city stakeholders and citizens in MOEM's efforts to fulfill its duties as outlined in ESF 11 – Public Information and Warning**
- **Leading hot washes, hosting after action conferences, and writing After Action Reports (AARs) after incidents** so that lessons learned from incidents are not forgotten and are used to improve city-wide preparedness and operations moving forward
- Implementing several programs for community preparedness

During an incident where there was a major flooding issue that involved sanitary sewer line damage, contamination, or overflow, the lead agency would be DPW (or BCFD if rescues were necessary). It might be possible that BCHD could assume the lead if the incident were to turn into a public health emergency.



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Regarding EOC activation, the prior hearing noted that **“MOEM also staffs and may help open / organize Incident Command either in the field or adjacent to the EOC at various locations (e.g. EOC1 – 414. North Calvert; EOC2 – 1201 E. Cold Spring Lane; the EOC at BPD HQ; etc.). Incident commands are more concerned with operations of the lead and core support agencies out in the field, and are concerned more with particular tactical decisions, standard operating procedures (SOPs), staffing levels, etc. as designated by the Incident Commander. Some events / incidents may require both an Incident Command and EOC Activation, while others may require one or the other. Some incidents may utilize multiple area commands if necessary. The City’s approach to this is usually flexible.”**

MOEM does have a flood annex to the Emergency Operations Plan that describes the steps we general take to monitor flooding and alert citizens to conditions to help mitigate potential damage from such an incident. Of course, every incident is different / unique and the EOP follows the national best practice of taking an all-hazards approach that is capability based, and therefore flexible. MOEM through its duty officer program, staffing of any incident command, and through potential activation of the EOC would support the lead agency with planning support, logistical support, etc. The MOEM duty officer will be dispatched by BCFD communications or the MOEM Director or Deputy Director of Operations and Homeland Security, and provide immediate support until any EOC activation were to occur.

The 2018 report to the council also noted that **“MOEM also coordinates with MEMA on regional or statewide responses, and on fulfilling requests for mutual aid assistance. MOEM is also the City’s link to the Federal Emergency Management Agency (FEMA). MOEM assists in the disaster declaration process and is responsible for seeking financial reimbursement for the City from the federal government following presidentially declared disasters.”** This would be the case if there was a sewage flooding incident that became an emergency and mutual aid was necessary. MOEM would work with the lead agency to create and submit Req-A forms to MEMA to request resources as needed.

BMORE Alert, our branding for the City’s Mass Alert system powered by CodeRED from OnSolve, might be used along other tools such as the City Watch lists (email distribution lists), MOEM’s twitter @BaltimoreOEM, and direct communications to the major media outlets to alert the public to any danger and give critical instructions and information from the lead agency and MOEM. In addition, as MOEM Director, I may appear on television and/or radio, alongside the incident commander or lead agency’s Public Information Officer (PIO), to distribute information.

Currently any EOC activation beyond Level III: Watch Level would likely physically be located at the Traffic Management Center (TMC) at 414 N. Calvert which serves as EOC1. MOEM, BCIT, BCFD, and many agencies have been internally lobbying for some time for funding for a modern, state-of-the-art, Emergency Operations Center (EOC) that would be located out of the downtown area and have true redundant capabilities in terms of 911/311; Dispatch for BCFD, BPD, and other public safety agencies; general backup call-center space for Fire Communications, Control 1 (DPW), and other call centers that exist throughout the city. Such a capability would better the City’s position to response to all hazards, include that which is the concern of Council Resolution 17-0052R.

At the hearing I will be present and have a copy of the Emergency Operations Plan as well as the associated Flood Specific annex. Most of it is not directly related sewage issues, but given the city’s infrastructure, riverine, coastal, or localized flash flooding from heavy rain can contribute to sewage issues. The Mayor’s Office of Emergency Management will stand ready to assist the lead agency in such scenarios as it has in past incidents. MOEM is also the lead agency for Recovery so, as an incident transitions from active incident /



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emergency to recovery, MOEM will lead recovery efforts with the assistance of the appropriate city agencies and non-governmental partners we have worked with in the past such as the Red Cross, the United Way, BGE, the Salvation Army, Team Rubicon, the faith based community including numerous churches, synagogues, and mosques, etc.