

CITY OF BALTIMORE

CATHERINE E PUGH, Mayor



OFFICE OF EMERGENCY MANAGEMENT

DAVID B. McMILLAN, Director  
1201 E. Cold Spring Lane  
Baltimore, Maryland 21239

To: The Honorable President and 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: March 15<sup>th</sup>, 2018

RE: Council Resolution 17-0052R: Informational Hearing - Baltimore's Disaster Preparedness

---

The Mayor's Office of Emergency Management (MOEM) has reviewed Council Resolution 17-0052R: Informational Hearing - Baltimore's Disaster Preparedness and agrees to take part in the hearing.

Please find the following report for Council Resolution 17-0052R. The Mayor's Office of Emergency Management will brief the City Council on MOEM's efforts to ensure the City, its agencies, and its citizens are prepared for, ready to respond to, and able to recover from all hazards, natural or man-made, that we may face.

We appreciate the opportunity to share our work with the City Council.

Thank you.

David McMillan

A handwritten signature in blue ink, appearing to read 'D. McMillan', with a long horizontal flourish extending to the right.

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

Cc: Honorable Mayor Catherine E. Pugh  
Chief of Staff Kimberly Morton

The Mayor's Office of Emergency Management (MOEM) is responsible for ensuring the City of Baltimore is prepared for emergencies, disasters, and special events. MOEM achieves this 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 State Homeland Security Grant Program (SHSGP) 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 the request or fulfilling of 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

### **Writing / updating the Emergency Operations Plan (EOP)**

MOEM develops and maintains the City of Baltimore Emergency Operations Plan (EOP) which is a scalable framework that documents how the City will prepare for, respond to, recover from, and mitigate against emergencies and disasters. It follows national best practices for emergency operations planning, which is based on Emergency Support Function (ESF) plans, rather than purely hazard specific plans. ESF's detail what capabilities the City has available to respond to any emergency we may face. Using this model, it is also usually very clear which agency for any event or incident is the lead agency, and its highest ranking official is usually designated Incident Commander. The Incident Commander reports to the Mayor and leads the citywide effort to respond to and recover from whatever incident the City faces. The Emergency Manager supports the Incident Commander's efforts and helps to activate and organize the Emergency Operations Center (EOC) and/or incident command(s). MOEM and operations at the EOC *do*

*not* dictate tactics or procedures for how to deal each incident operationally. That is up to the expertise and judgement of Incident Commander and the leadership of each core support agency as well the Memorandums of Procedure (MOP's), General Orders, or Standard Operating Procedures (SOP's) of each agency regarding the capabilities they bring to bear and/or how to abate or mitigate each incident.

### **Ensuring all agencies have a Continuity of Operations Plan (COOP)**

MOEM also coordinates and assists with the development of Continuity of Operations Plans (COOP) for all City agencies. These plans ensure that essential services will continue regardless of any systemic disruption resulting from emergencies. Historically, the Mayor's Office of Emergency Management has not had an adequate level of staffing to carry out its COOP planning responsibility laid out in AM 110-1, and the AM also did not provide an effective "carrot" or "stick" by which MOEM could enforce the agencies' compliance with the AM on their own. AM 110-1 also does not lay out a revision schedule which would determine how often COOP plans should be reviewed and/or updated in order to satisfy compliance. The recently completed Performance Audit Report notes this and some other issues.

However, with the support of the Mayor Catherine Pugh and Chief of Staff Kimberly Morton, MOEM has, in the last year, hired three Associate Planners and a new Director of Planning. These members have worked alongside our existing Senior Planner and COOP planning intern and have conducted outreach to City agencies to verify each agency's COOP coordinator and the status of their plans. Moving forward, we are creating an updated, simplified COOP planning framework and templates and will be engaging all agencies with the necessary technical assistance in the next year, including a series of workshops in the 2<sup>nd</sup> half of 2018. We believe the technical assistance we will provide in 2018 will make it easier for agencies to develop and maintain an effective Continuity of Operations Program in the future. We will also lead the City agencies through the full planning life cycle, which includes training staff on the COOP plan, exercising the COOP plan and revising the COOP plan on a regular basis. We plan to hold COOP workshops on a regular, scheduled basis to aid in the planning cycle development for each agency until they are comfortable working through the planning cycle on their own.

### **Writing / updating the City's Continuity of Government (COG) plan**

MOEM also writes and maintains the City's Continuity of Government (COG) plan for the Mayor and City Council, which ensures that in case of a disaster or incident where the functions of the City Council or the Mayor's Offices are affected, the City will be able to maintain effective governance. This includes provisions for a number of scenarios that threaten normal operations of City Leadership, including but not limited to situations where access to City Hall may be lost, phone or internet connectivity is lost, City leadership is physically threatened, etc.

### **Activating the Emergency Operations Center (EOC) and assisting with Incident Command(s)**

Not only does MOEM lead many planning efforts for the City, but it is operational during and after emergencies as well. During emergencies, MOEM requests and implements activation of

the Emergency Operations Center (EOC). The EOC houses representatives from all requested city agencies who can fulfill resource requests from the Incident Commander and ensure that all agencies are coordinating on operations and tactics within the overall direction set forth by the Incident Commander. MOEM manages EOC operations, with the Emergency Manager offering assistance to the Incident Commander. Regular briefings are held during emergencies, usually every 6-8 hours, with the Mayor usually attending once per day, or as needed. Situation Reports (Sit Reps), which summarize the results of each briefing, are sent out by MOEM to City stakeholders within one hour of each briefing.

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 On-Call Duty Officer program**

MOEM is also ready and prepared to respond to smaller or major emergencies in the City of Baltimore around the clock. MOEM trains staff members and part-time emergency specialists from BCFD and occasionally other agencies as Duty Officers who stand ready 24 hours per day, seven days per week to respond to significant events or emergencies according to our Duty Officer SOP or as requested by other agencies, the Mayor, or an Incident Commander. Duty Officers and MOEM Staff are on scene during an incident / emergency to assist the lead agency with multi-agency coordination, resource requests, and issuing alerts to government stakeholders and the general public, as necessary.

#### **Expending State Homeland Security Grant Program (SHSGP) and Urban Areas Security Initiative (UASI) grant funds**

MOEM applies for and receives State Homeland Security Grant Program (SHSGP) and Urban Areas Security Initiative (UASI) grant funds, which offset the General Fund responsibility for programmatic and personnel costs. A significant portion of the grant funding is expended by other City agencies, under the auspices of the City's Homeland Security Preparedness Committee (HSPC), on supplies, equipment, training, conferences, etc. to ensure all City agencies have the resources and skills needed to respond to all hazards and incidents. As Director of Emergency Management, I chair the Baltimore Urban Area Workgroup (UAWG) which manages the Baltimore Urban Areas Security Initiative (UASI). The Baltimore UASI provides the aforementioned grant funding to the City of Baltimore and six surrounding jurisdictions to improve regional collaboration and coordination of resources, personnel, and training.

### **Hosting and participating in other agencies' and stakeholders' training and exercises**

MOEM hosts and participate within other agencies' and stakeholders' trainings, table top exercises (TTXs), functional drills, full scale exercises, etc. These efforts teach skills, test plans, and build relationships between agencies, with external stakeholders such as BGE, the Baltimore Ravens, the Baltimore Orioles, Under Armour, etc., and within the region and the state that are critical during emergencies. Recent trainings are referenced in the attached PowerPoint presentation.

### **Supporting the development of Incident Management Teams (IMT's)**

MOEM also supports the development of agency level Incident Management Teams (IMTs) and supports the new statewide IMT effort led by the Maryland Emergency Management Agency (MEMA). IMTs are a strong tool for managing operations during an emergency because they supplement an agency's existing staffing capabilities.

### **Coordinating with MEMA on regional or statewide responses, mutual aid, training**

MOEM also coordinates with MEMA on regional or statewide responses, and on the request or fulfilling of 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. Recent external mutual aid requests include requests from Puerto Rico, Texas and Florida for assistance related to Hurricanes Harvey and Irma. Mutual aid has also been requested by the City during recent events such as the unfortunate death of Freddie Gray and the subsequent trials.

### **Special Event Planning (e.g. Light City, Orioles Opening Day, Preakness, Fleet Week)**

MOEM is a large part of event planning in the City, and is willing to assist, as requested, in Incident Action Plan (IAP) development or development of any public safety reference guide(s) needed for special events or incidents. We also assist in gathering together the proper agencies and stakeholders for planning meetings and operational commands related to any major special event that might affect city operations and/or public safety.

### **Implementing a new Unified Mass Notification System**

As a part of its duty as the lead agency under ESF-11: Public Information and Warning, MOEM also maintains resources and procedures for executing emergency public warning. MOEM has recently procured and is in the process of developing policies and procedures for a new Unified Mass Notification Tool, CodeRED by Onsolve. This tool can activate the Emergency Alert System (EAS) for TV and radio; Wireless Emergency Alerts (WEAs), reverse 911 to all City landline phones, SMS and MMS text notifications to City employees and citizens who opt-in; notifications via the CodeRED mobile application; social media email notifications; etc. MOEM also works closely with WBAL to ensure citizens can tune to 1090AM during emergencies for important messages.

### **Hot Washes, After-Action Conferences, and After-Action Reports (AAR's)**

It is also important that the city learns from past operations, so MOEM leads hot washes as soon as possible after incidents where strengths and areas for improvement are discussed. We also sometimes host more detailed after action conferences and write or commission After Action Reports (AARs) after major incidents so that lessons learned from incidents are not forgotten and are used to improve city-wide preparedness and operations moving forward.

### **Citizen Preparedness and Resilience**

MOEM also works to ensure the community is prepared as well. This includes outreach and public information campaigns to the general public, including the *Ready, Set, Good!* campaign which encourages citizens to have an emergency preparedness kit, and to have a plan for emergencies. To ensure the general public is prepared, MOEM speaks at numerous functions, community fairs, and other outreach events throughout the year and spreads information on how the average citizen can be better prepared. MOEM trains Community Emergency Response Teams (CERT) with basic skills such as Cardiopulmonary resuscitation (CPR), basic search and rescue, and more recently, on the use of NARCAN to reverse overdoses in emergency situations. MOEM gives away preparedness materials to the community including flashlights and other useful tools at many community events. MOEM is also working with the Baltimore City Planning Department to establish Resiliency Hubs in select pilot areas that will have basic resources to help those communities be more resilient. MOEM also uses social media, e-mail lists, and text messages to spread preparedness messages.

When preparing for, responding to, and recovering from emergencies, MOEM pays particular attention to the elderly, the impoverished, and those with functional and access needs. Disaster history has shown that these populations are more vulnerable to emergencies, and have a more difficult time recovering following an incident. Because of this, MOEM coordinates several programs to ensure these populations are not forgotten. MOEM works closely with numerous City partners to ensure two-way communication with all neighborhoods and citizens prior to and during emergencies. These partners include, but are not limited to, the Mayor's Office of Neighborhoods, the Commission on Aging and Retirement Education (CARE), the Mayor's Commission on Disabilities, and the Mayor's Office of Human Services. Some private sector and non-profit partners which serve such populations include Meals on Wheels, Maryland 211, Maryland Food Bank, the American Red Cross, and the Salvation Army. By coordinating with these partners, MOEM is able to expand their reach and maintain numerous channels of communication with the public and the more vulnerable populations.

### **Summary**

Overall, MOEM is dedicated to ensuring the City, its agencies, and its citizens maintain a high level of preparedness for emergencies and disasters. MOEM also has special considerations for populations in the City which do not have the means to prepare and protect themselves. MOEM maintains numerous programs, capabilities, and relationships to ensure these citizens will not be left behind.