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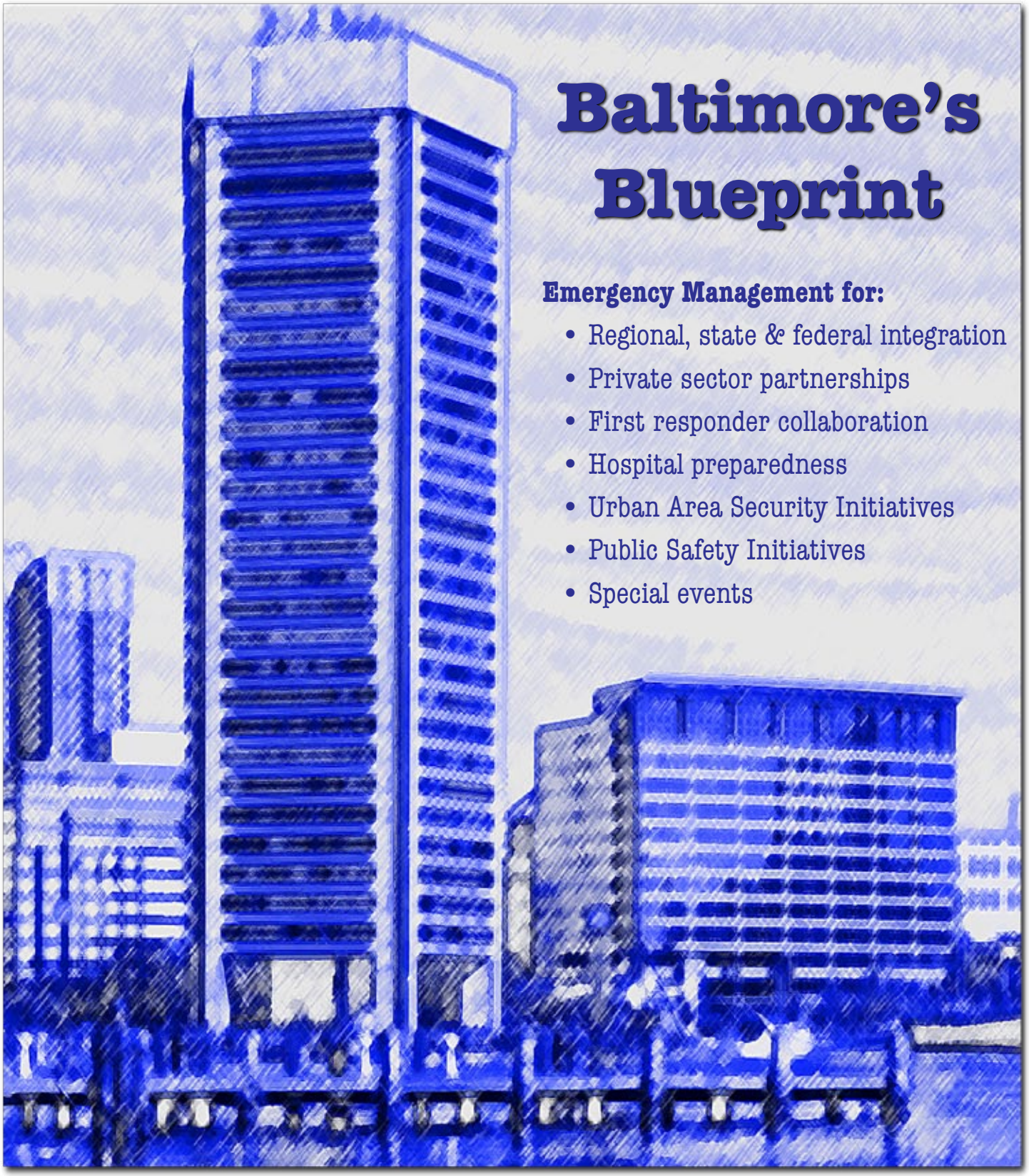
DomPrep Journal

Subscribe Volume 10 Issue 10, October 2014



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DomPrep Journal is electronically delivered by the IMR Group Inc., 517 Benfield Road, Suite 303, Severna Park, MD 21146, USA; phone: 410-518-6900; email: subscriber@domprep.com; also available at www.DomPrep.com

Articles are written by professional practitioners in homeland security, domestic preparedness, and related fields. Manuscripts are original work, previously unpublished, and not simultaneously submitted to another publisher. Text is the opinion of the author; publisher holds no liability for their use or interpretation.

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About the Cover: "Team Baltimore" understands that all disasters are local, so they have built a strong foundation on preparing for incidents of all sizes. This issue serves as a blueprint for other jurisdictions as they prepare for emergency incidents and special events of all sizes.

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Publisher's Message

Since 1998, DomPrep has had the pleasure of working with professionals across many disciplines and jurisdictions. Impromptu connections and short-term projects have turned into long-term relationships with agencies and organizations that have a wealth of information to share. This issue is based on a 10-month project that actually began years ago. In January 2011, I contacted Director Robert Maloney (who is now the city's deputy mayor) of the Baltimore Mayor's Office of Emergency Management (MOEM) to learn more about emergency planning for special events.

The year 2012 was busy for MOEM. The Grand Prix and Star-Spangled Sailabration, in addition to all the other daily roles and responsibilities that MOEM personnel are tasked with, added new planning challenges. After the Sailabration, Lt. Scott Brillman of the Baltimore City Fire Department and then-director of special events for MOEM wrote an informative article about the "Air, Sea, Land" planning efforts behind the Sailabration. In May 2013, Connor Scott and Anthony Smith of MOEM attended a DomPrep Executive Briefing at the Verizon Center in Washington, D.C., entitled, "Special Events Part II: When Things Go Wrong."

By the time the conversation arose about DomPrep creating a best-practices feature on MOEM, there was no hesitation on either side. DomPrep observed the genuine dedication and extraordinary efforts of MOEM's staff members and knew that sharing this agency's practices and lessons learned would benefit other jurisdictions. In turn, MOEM trusted DomPrep with behind-the-scenes access to their planning efforts, public safety initiatives, training exercises, and special events.

Daryl Lee Spiewak, emergency management consultant and CEM® Commission's lead trainer for the International Association of Emergency Managers, leads this issue with an article describing what makes a true professional emergency manager. As Spiewak mentions, it is not just a title, which is obvious when you see the dedication, determination, and interagency collaboration that MOEM personnel demonstrate each day. The University of Maryland Center for Health and Homeland Security as well as the two podcasts in this issue highlight some of the planning, training, and exercising that emergency management agencies must address regularly.

I thank all for their access so I can share with DomPrep's readers. We would appreciate your feedback on this content as well as suggestions for agencies and organizations to feature in future best-practices pieces.

Martin Masiuk
Publisher

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The Professional Emergency Manager

By Daryl Lee Spiewak, Emergency Management

Some people claim to be professional emergency managers because they have been working in the field for many years. Other people claim to be professional emergency managers because they have specialized training or education in emergency management topics. Yet, other people claim to be professional emergency managers because they act professionally and hold titles such as emergency planner, trainer, exercise specialist, homeland security manager, or one of many other titles. It is important to consider definitions and criteria on which to base the terms "professional" and "emergency manager" to determine the attributes of a true professional emergency manager.

Theories & Definitions

The modern concept of professionals and professionalism comes from two early sociological theories of a profession versus an occupation – the trait-model theory and the structural-functional model theory. The trait-model theory, which was developed in the 1930s, identified common attributes or traits that distinguished an occupation from a profession, including: a common body of knowledge; specialized education and training; benchmarked performance standards; continuing professional development; professional association; defined ethics and a code of conduct; certification or licensing; and selfless service/giving back to the community. Sometimes the trait model includes additional attributes such as: commitment to excellence; specialized language/buzz words; language skills; professional appearance/dress; bearing; honesty/integrity; dependability; completion of projects on time and budget according to standards; accountability; social skills/etiquette; reliability with commitments; self-motivation; respect; self-discipline; and teacher/mentorship.

The structural-functional model theory subsequently was developed in the 1950s and 1960s to provide a theoretical link to the various attributes described in the trait model, by taking selected traits and adding specific requirements to demonstrate attainment of those traits. For example, the model requires competency testing (oral, written, or performance examination) for the trait of certification or licensing, and a specialized college degree or an advanced degree for the trait of specialized education.

Current definitions reflect this thinking. The Merriam-Webster Dictionary's 2014 online version defines a *profession* as "a calling requiring specialized knowledge and often long and intensive academic preparation." It defines a *professional* as a person "conforming to the technical or ethical standards of a profession" or "exhibiting a courteous, conscientious, and generally businesslike manner in the workplace." Further, it defines *professionalism* as "the conduct, aims, or qualities that characterize or mark a profession or a professional person."

Thomas E. Drabek, professor emeritus at the University of Denver, said in his 2010 book, "The Human Side of Disaster," "A requirement of all professions is a solid knowledge base" (p. 216). This knowledge base is developed through scientific research and is learned by professionals through training, workshops, seminars, and

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formal education. Other requirements of all professions are legitimate professional associations and a professional territory domain.

Many occupations defined as professions have their own set of requirements and methods of demonstrating compliance, and will employ a combination of attributes from both models. Though these professions employ many of the same attributes, they tailor them based on their specific needs and desires. For example, many professions require a Bachelor of Science or Bachelor of Arts degree from an accredited college or university, but some also require: (a) a specific degree; (b) specialized advanced education such as graduate medical or law degrees; (c) a minimum amount of training, but the required training subjects are based on the specialized knowledge, skills, and abilities of the given profession; and (d) specialized examinations, but the topics and methods of examination will be different. Finally, each profession has its own set of ethical standards and codes of conduct, but they focus on different things.

The Professional Side of Emergency Management

Before discussing what makes someone a professional emergency manager, there must be a clear definition of "emergency manager." People and organizations define the term *emergency manager* differently because, according to the 2013 edition of the National Fire Protection Association's "Standard on Disaster/Emergency Management and Business Continuity Programs" (NFPA 1600), each has its "own focus, unique mission and responsibilities, varied resources and capabilities, and operating principles and procedures."

For the purpose of this discussion, the term *emergency manager* will be defined according to the NFPA 1600 as the individual who manages the "ongoing process to prevent, mitigate, prepare for, respond to, maintain continuity during, and to recover from, an incident that threatens life, property, operations, or the environment." The term *manager* here differentiates the person performing management functions related to the emergency and disaster process – planning, organizing, leading, and controlling – from the person performing tactical-type tasks such as first responders.

According to the above definitions, a professional as someone who meets selected trait attributes attained or demonstrated in a specified manner and an emergency manager is the person who manages the ongoing process for an agency or organization. The next step is to combine these definitions in a way that distinguishes the professional emergency manager from other professionals.

The Emergency Management Institute's 2002 Student Handout and later documents cite Drabek's definition that "emergency managers are professionals who practice the discipline of emergency management by applying science, technology, planning and management techniques to coordinate the activities of a wide array of agencies and organizations dedicated to preventing and responding to extreme events that threaten, disrupt, or destroy lives or property." This definition, though, does not describe specific attributes of the professional emergency manager.

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Since emergency management began, the federal government did not have a standard for emergency managers and neither did the individual states and state emergency management associations other than the U.S./Canadian standard for emergency management (NFPA 1600) and the International Organization for Standardization's standard for "Societal Security: Emergency Management – Requirements for Incident Response" (ISO 22320:2011).

In the late 1980s, the International Association of Emergency Managers (IAEM, formerly the National Coordinating Council on Emergency Management) began the process of defining professional benchmarks and identifying specific attributes of a professional emergency manager. First, IAEM established the Professional Standards Advisory Council consisting of subject matter experts from all areas of emergency management and related fields. Then, that council conducted a job analysis and developed a set of knowledge, skills, and abilities related to the critical tasks emergency managers perform.

Next, the council researched other professional certification programs to identify commonalities among them for inclusion in an emergency management certification program. Finally, all the data was analyzed and synthesized into a report for the Federal Emergency Management Agency (FEMA). Since FEMA was not chartered to implement the council's recommendations, IAEM took the council's findings and recommendations and created the first certification program for emergency managers – the Certified Emergency Manager (CEM®) credential, which has been offered to emergency managers since 1993 and has grown into an international credential.

More Than Just a Title

Based on the findings and recommendations of the council, IAEM determined the minimum professional attributes of emergency managers and incorporated them into the CEM® program. IAEM periodically reviews these attributes and adjusts them to avoid contradicting the state-level and business expectations for emergency managers and existing emergency management standards. These current professional attributes are:

- Adherence to the IAEM Code of Ethics and Professional Conduct;
- Experience in comprehensive and integrated emergency management;
- Specific experience in an actual disaster or emergency management exercise;
- Professional recommendations;
- A four-year college degree (for U.S. candidates) with a degree waiver or modified education requirement in place for non-U.S. applicants;
- Specialized emergency management training;
- Specialized general management training;
- Problem-solving skills;
- Written communication skills;

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- Knowledge of prevention, preparedness, response, recovery, and mitigation as related to emergency management programs;
- Knowledge of emergency management codes, legislation, regulations, plans, policies, or procedures;
- Support to and growth of the profession of emergency management; and
- Successful completion of a comprehensive emergency management examination.

Although these are not the only attributes of a professional emergency manager, they provide a strong foundation and, when adequately documented and approved by IAEM, earn the CEM® credential, but there are more. FEMA's Emergency Management Higher Education Project sponsored development of the Principles of Emergency Management, which provide eight additional attributes of a professional emergency manager: comprehensive, progressive, risk-driven, integrated, collaborative, coordinated, flexible, and professional, which ties back to the attributes for the CEM® and encourages continuous improvement. In addition to these attributes and the general trait-model attributes that apply to any profession, verbal communication skills and punctuality are important.

There is a multitude of ways to describe or define a professional. The trait-model theory and the structural-functional model theory show how society ascribes certain attributes that define a professional. Particular occupations and its members – through professional associations – ascribe additional attributes that distinguish the occupation from other occupations and professions. The total sum of attributes a person possesses and demonstrates is what defines a professional.

Therefore, a professional emergency manager is more than a title, more than a certain number of years working as an emergency manager, and more than specialized training and education on emergency management topics. The professional emergency manager is a person who combines these attributes along with many other qualities identified by professional associations.

Daryl Lee Spiewak, CEM, TEM, MEP, has been an emergency manager for over 30 years. He is an emergency management consultant now and serves as the CEM® Commission's lead trainer. He is a past president of the International Association of Emergency Managers and the American Society of Professional Emergency Planners.

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I. "Charm City's" Team Baltimore

In restaurants, gyms, doctors' offices, and other places in and around Baltimore, Maryland, people talked about the "Star-Spangled Spectacular" in the months leading up to the largest event in the city's history. Behind the heightened public excitement over the weeklong celebration (10-16 September 2014) of the bicentennial of the U.S. national anthem, "The Star-Spangled Banner," was the agency that coordinated the massive effort involving nearly 100 agencies, hundreds of staff and volunteers, and numerous private sector partners. The Baltimore Mayor's Office of Emergency Management (MOEM), under the current leadership of Mayor Stephanie Rawlings-Blake, has a long history of leading preparedness efforts for the city and beyond. Although the daily efforts of this dedicated team often occur behind the scenes, the results of their work benefit more than 225 neighborhoods, more than 620,000 residents, and millions of visitors throughout the year.

The MOEM evolved from the Civil Defense Control Center (established in 1952), which prepared the city for nuclear threats, into a multidiscipline agency that coordinates massive efforts to prepare the city for any natural or human-caused disaster, including: power outages, earthquakes, winter weather, extreme heat, hurricanes, storms, floods, tornadoes, fires, and hazardous material incidents. The dedicated professionals of the MOEM understand that all disasters are local and have built a strong foundation by preparing for emergency incidents and special events of all sizes. This special five-part series looks behind the scenes at the inner workings of the Baltimore MOEM.

Meeting a City's Changing Needs

From the Civil Defense Control Center within the Department of Public Works (in 1952) to the Office of Emergency Management within the Fire Department (in 2002) to the Mayor's Office of Emergency Management (in 2008), Baltimore City's emergency management agency has adapted to the changing needs of the city, while continuing to focus on its mission to "maintain the highest level of preparedness to protect Baltimore's citizens, workers, visitors, and environment from the impact of natural and man-made disasters." Over the past several years, many more changes have elevated the city's preparedness level and raised the bar for emergency management agencies across the nation.

Serving as the current city leader, Stephanie Rawlings-Blake was sworn in as Baltimore's 49th mayor on 4 February 2010. Since her first day in office, she has been dedicated to improving public safety and education, as well as strengthening city neighborhoods. In an exclusive interview with DomPrep on 22 September 2014, Deputy Mayor Robert Maloney described how, before the young new mayor had a chance to unpack her desk, the city endured back-to-back snowstorms/blizzard, which paralyzed the city with 54 inches of snow accumulation. "She was thrust into the commander-in-chief role and had to understand how MOEM was the lead agency on getting everybody to work together toward a common goal," he said.

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Mayor Stephanie Rawlings-Blake during an emergency response.

Since taking office, the mayor has been involved in response efforts for numerous incidents, with many opportunities to see how the incident command system (ICS) and the emergency operations center work. "We all are fortunate that we have a mayor who understands ICS because we have full support on organizing everything that way," said Maloney. Baltimore has taken ICS a step further within the city government by using ICS for public safety initiatives and other nonresponse activities.

Lessons Learned From the Sailabration

In 2012, Baltimore launched a three-year commemoration that began with the "Star-Spangled Sailabration" (War of 1812 bicentennial) and ended with the 2014 "Star-Spangled Spectacular." The planning process for the initial Sailabration exposed gaps between agencies in understanding the scope of the event that would ultimately draw 1.5 million people to the city. Recognizing the need for greater coordination, the MOEM developed a plan and formed a planning team to coordinate all city activities, with the state of Maryland taking the lead for the big picture and statewide impacts. ICS, coupled with a multiagency command structure and interagency communication, facilitated responses to incidents that occurred within the 2012 event, which included: missing sailors, traffic, security of the vessels, shuttle bus movement, and ability of Fort McHenry to handle the unusually large influx of people.

The 2014 Star-Spangled Spectacular event was much larger because of quantity and scale of events that coincided with it – for example, longer fireworks display, professional baseball and football games, increased security awareness of the global threat environment, a 5K foot race through downtown streets, the grand opening of the new Horseshoe Casino, and visits from several celebrities and dignitaries, including President Barack Obama. Based on lessons learned from the Sailabration, the MOEM was able to implement an area command concept to offer a broader picture of the event to each individual agency command. By expanding the ICS operations, agencies were able to perform their day-to-day activities in addition to working together using a common concept of leadership.

Regular briefings were new to many of the city's agencies in 2012, but the same agencies were better prepared for such briefings in 2014. "The briefings themselves are a catalyst to keep the battle rhythm going," said Maloney. "You can't get tunnel vision

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on the event and lose focus on the rest of the city's operations: medical emergencies, fire response, and crime prevention." Strong leadership is the key as situations change. One way that Baltimore demonstrates leadership is by having 10 or 15 "go-to" people, rather than one person as agencies had years ago. This has been accomplished through training, exercises, and shadowing programs, all designed to empower and prepare the next generation of emergency personnel.

During the Star-Spangled Spectacular, more people – daytime population plus visitors – came to Baltimore than ever before in the city's history. There were more moving parts, but it is difficult to know exactly what incidents may have been prevented and what disasters averted as a result of that massive preparedness effort. Given the magnitude and historical significance of the event, as well as many moving parts under a national spotlight, there was potential for disaster and political ramifications.

Benefits of Mayor as Commander in Chief

Having "Mayor" in front of an agency name offers the agency more credibility, but it also forces the agency to perform at a higher level because it serves as an official representative of the mayor's office. That certainly is the case in Baltimore. "The team that I work with always takes it to the next level. If there's a situation in the city where it would have been easy to turn our heads and not get involved and to not coordinate, we don't have that luxury," said Maloney. Many problems will not go away on their own, so it takes strong leadership as well as strong followers. He further stated, "If you sense that the police commissioner or the fire chief are not glad when OEM is around, then you have problems. Those agencies are so large, so broad, and have so much responsibility, they will have the propensity to go in their own directions and be siloed."

Agencies in Baltimore understand that, with the MOEM's support – acquiring bulldozers, closing streets, setting up laptops, helping with cameras, coordinating

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resources, and so on – they can focus on making the situation better as the city returns to full operational status as quickly as possible. "That's what it's all about," said Maloney, "All these jobs are hard, all the agencies have monumental tasks everyday. It's about making it easier for them." Even on a day when the emergency management office is relatively quiet, there are countless actions taking place around the city: people traveling to work by land, water, and rail; hospitals caring for the sick and injured; and first responders protecting the streets and responding to incidents. In an urban environment, even a small incident can lead to consequences throughout the interconnected transportation, communication, and social systems.

Earlier this year, on 30 April 2014, an entire city block collapsed when a retaining wall broke and sent mud, debris, and vehicles onto a section of railroad tracks. MOEM coordinated the efforts between CSX, the Department of Transportation, and other city agencies as residents were evacuated from their homes. The coordinated effort made it possible to restore rail traffic in less than 24 hours and return families to their homes within a month, which would have otherwise taken much longer.

High Standards & Great Success

To ensure success and longevity, MOEM sets high standards for its personnel with competitive wages for subordinate roles. As a result, interns and new personnel bring a lot of innovative ideas and unique perspectives to the table. From "Day 1," each person becomes a member of the team, learns about the values and expectations of the office, and develops a desire to excel. In a DomPrep interview on 22 September 2014, Scott Brillman, MOEM captain and acting director of the City of Baltimore 911 emergency communications, expressed his motivation, "[Maloney] has taught us to put the employees first – before finance. We all work harder knowing that we are working toward some bigger goal. Briefing the mayor and getting calls from the governor's office, we were put in positions to make a difference."

Connor Scott, deputy director of MOEM, agreed, "None of our position descriptions are set in stone in terms of exactly what we do and when we do it. We have overall goals and objectives that we work toward each year that can be divvied up to people based on their expertise, what they do well, maybe even what they don't do well that we would like to help them improve. We choose responsibilities for people that match situations where either they will be very successful or they will gain something from the experience. That is part of why you see so many people that are rising up rapidly in the agency."

A good example of the MOEM's dedication to build a strong workforce is Crystal Bright, emergency preparedness assistant, who transferred to the MOEM from the Baltimore City Health Department in July 2014. On her first day at the MOEM, she was put in charge of the disaster reimbursement reports to obtain funding reimbursements for costs incurred during past storms. Although one of the newest staff members, Bright already has worked on public safety initiatives and soon will begin conducting presentations through the Urban Area Security Initiative (UASI) for the city's "Ready-Set-Good" campaign, which helps Baltimore residents prepare emergency supply kits for their households.

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By raising the level of professionalism at the entry-level positions, the agency as a whole benefits. The MOEM has redundancies in personnel as well, so there is always someone who can step in 24/7 to coordinate day-to-day activities as well as emergencies, which inherently require an "all-hands-on-deck" approach. MOEM instills confidence, trust, and teamwork in its personnel, and fully engages every agency involved in an emergency, with an understanding that no one person can solve the problem alone.

Communication Within & Between Agencies

"There are two things that can't fail in the city: one is the ability of citizens and the visitors to be able to call for help when they need it, and two is for the city to respond to their needs," said Brillman. For the past two years, Brillman has been overseeing the 911 communication system to ensure the communication between citizens and responders remains operational, by incorporating back up plans and communication redundancies, which include: telephones, radios, the Homeland Security Information Network, briefings, the Joint Information Center, and several public alerting capabilities.

MOEM is well positioned to provide accurate and timely information to the mayor. As Maloney frequently reminds his staff, "We need to have command of the facts." As in any agency, different people will provide different answers to the "who, what, where, when, why, and how" questions. MOEM's responsibility, though, is to find the correct answers and to provide them at the appropriate time to the mayor, who must remain focused on her tasks. The need for accurate and timely information during the mayor's decision-making process has led the agency to implement on-call duties, thus ensuring that MOEM staff members are available 24 hours a day, seven days a week. When an incident occurs, the person on duty will have instant information with a good command of the facts.

Baltimore City's MOEM is continually adapting to meet the changing needs of the city it serves. Learning from past events, having strong leadership, building a united and trusted team, and facilitating communication within and between agencies are key ingredients for successful operations. These qualities lay the foundation for building resilience within the city's many communities, the city itself, and the state as a whole.

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II. Addressing Community Needs & Vulnerable Populations

With a staff of 13 full-time and 20 part-time people with various agency backgrounds, the Mayor's Office of Emergency Management (MOEM) practices an all-hazards approach to emergency management, maintains the city's emergency operations plan, coordinates the city's continuity of operations plan, monitors information sources daily for emerging hazards and vulnerabilities, and warns the public in case of an emergency. Managed by MOEM and staffed by representatives from many city agencies, the primary and secondary emergency operations centers (EOC) – each with an operations room, a strategy room, and a joint information center – are used to gather, manage, and share information in real time during an incident to coordinate response and recovery efforts.

Planning & Response Efforts

MOEM representatives are on call and respond to major incidents in the city 24/7 to provide resource support, coordinate multiagency issues, liaise between agencies, and notify city officials. In addition, MOEM identifies how the incident may affect other areas and implements solutions to preempt additional problems. Having representatives from various city agencies on staff serves as a force multiplier to help the agencies collaborate effectively. "The faces will change but, if there is conflict, you need to resolve it," said Deputy Mayor Robert Maloney in a DomPrep interview conducted on 22 September 2014.

MOEM works with other agencies and organizations during emergency and nonemergency responses. For example, Stephen Gibson, lieutenant in the Baltimore City Fire Department and part-time MOEM employee, conducted site safety visits every six weeks during the construction of Baltimore's newly built Horseshoe Casino. With the casino being in his fire station's first-due area, Gibson coordinated response plans, communication plans, and safety plans for all responders who may have to enter the construction site. He also ensured that the fully constructed facility would: (a) meet public safety standards; (b) not have "dead spots" in radio communication; (c) have emergency plans developed with input from city response agencies; and (d) have a coordinated effort between the city 9-1-1 call center and the casino command center to avoid delays in emergency response efforts.

On 24 August 2014, before the casino's grand opening, Gibson took a group of Baltimore fire and emergency medical services (EMS) personnel on an interior/exterior walkthrough of the facility. From the EMS entrance on the ground level to hydrant and standpipe locations on the roof, Gibson familiarized first responders with not only the building itself, but also the possible behavior of casino patrons who, for example, may be hesitant to leave the building even if having a heart attack.

On the law enforcement side, Donald Gerkin Jr., lieutenant in the Baltimore Police Department and part-time MOEM employee, serves as a liaison between his department and MOEM for trainings and best practices. For example, Gerkin is helping to implement the ICS training used by MOEM into the courses being taught to new police academy trainees. As information flows from MOEM to other agencies, MOEM

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also gathers valuable input from these agencies. Gerkin's position and training with active-shooter planning and response for example, is helpful to MOEM when creating plans, conducting trainings, and sharing information on this topic with city residents, business owners, and agencies.

In addition to working closely with first responder agencies, MOEM also provides training and education for private citizens. Recognizing the increasing importance of an effective volunteer organization, Kevin Cleary, community program manager for MOEM, manages the Community Emergency Response Team (CERT) program and public safety initiatives. The CERT training involves citizen-level disaster preparedness and response, fire safety, disaster medical operations, light search and rescue, and team organization using the incident command system (ICS).

Cleary has organized four CERT trainings in the past year. Although there currently are about 15 teams dispersed among the nine police districts, participants in the past had not been very active, partly due to people who do not live in the city taking the course. To help build the program, Cleary now focuses on building more Baltimore-resident teams and a network of trainers, with four people taking the CERT train-the-trainer program this past year.

Population Challenges

Between 1960 and 2010, the number of residents in Baltimore declined from nearly 1 million people to less than 621,000. This drastic decline in the population is the primary reason that Baltimore Mayor Stephanie Rawlings-Blake recognized that the city's leadership would need to focus on growing the population and launched the 10,000 New Families Initiative. Along with her Hispanic liaison, the mayor has been very active in promoting a nondiscrimination policy, which includes but is not limited to outreach to new immigrants as well as to the lesbian, gay, bisexual, and transgender communities. Since 2010, there has been an estimated 0.2-percent increase, which has stabilized the population and stopped the downward trend.

As in most cities across the United States, Baltimore has many population challenges that make neighborhood growth a difficult task, including: language barriers, residents living below the poverty level, vacant homes, and drug-related activity. While other mid- to large-size U.S. cities often have many different immigrant populations that speak many different languages, Baltimore has a relatively small population of households where languages other than English are spoken at home. According to 2010 U.S. Census statistics, only 8.9 percent of the population speak a language other than English (primarily Spanish) at home, compared to 16.5 percent in the state of Maryland.

However, the other three challenges are significant because Baltimore has multiple neighborhoods that are extremely disadvantaged. In fact, the U.S. Census Bureau reported in 2010 that 23.4 percent of Baltimore citizens live below the poverty level, compared to 9.4 percent for the state. Some neighborhoods have only two or three residents in a block of 20 vacant homes. "It is very difficult to maintain public safety in these neighborhoods. There aren't enough residents to protect their own turf," said Cleary. "The challenged neighborhoods are an invitation to some of the drug activity that we have."

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MOEM works with many partner agencies to develop public safety and all-hazards plans that further address the needs of all of the city's citizens, including its low-income and other vulnerable residents. For example, MOEM chairs an Emergency Preparedness and Response Committee of the Mayor's Commission on Disabilities to increase disaster resilience among those with special needs as well as the organizations that serve them. To address homeless encampments, MOEM uses ICS to manage the distribution of vouchers and security of personal possessions. Public safety messages are important, but not always heeded – for example, residents burning candles after not being able to pay their electric bills have caused many house fires. The poverty, vacant homes, and high crime in some neighborhoods have inspired "Vacants to Value," which was the federally subsidized initiative behind the city's first public safety initiative (PSI).

Vacants to Value Initiative

Vacants to Value streamlined how the city could gain control of vacant homes and transfer ownership to developers. The city's process was to target neighborhoods with viable existing housing, acquire properties, and turn the properties over to developers at very low or no cost. The developer then pays for renovations and absorbs all risk if the house is damaged during renovation or does not sell.

One mostly vacant street in the Oliver neighborhood of east Baltimore had a longstanding drug trade. In light of the negative economic and safety impacts resulting from very profitable heroin and cocaine markets, the mayor and MOEM saw an urgent need to stabilize private sector investments in the Oliver area. Adjacent to that street, houses were being renovated and sold to new homeowners for $200,000, which was significant considering the median value of Baltimore housing units according to the 2010 Census was $161,300. [Note: After the PSI, some homes are now being sold for $250,000.] Targeting the neighborhood of approximately 4,000 residents, MOEM planned its first PSI with the mission to:

> "Promote the eradication of the long-standing street-level drug activity in the Oliver community, connect community members with city resources, develop a sustainable method for growing the community and keeping Oliver safe, and promote the efforts of the Vacants to Value initiative by fostering a safer, cleaner, and healthier neighborhood." –Oliver PSI After Action Report and Improvement Plan (March 2013)

During the planning phase, MOEM decided to integrate the ICS structure into the outreach effort. After seven days of briefings, community outreach, door knocking, meet and greets, an evening peace walk, and a community resource fair, which involved 39 participating agencies and organizations, MOEM identified in the after-action report the PSI's major strengths and primary areas for improvement:

- ICS proved to be an effective way to organize resources;
- The program had a significant impact on criminal activity in the neighborhood during the operational period;
- The door-knocking teams were a robust service delivery mechanism that should be continued and expanded in future initiatives;

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- City agencies needed more time than anticipated to inspect projects for the initiative;
- There are numerous opportunities to add to the door-knocking teams' capabilities; and
- A larger command post is needed for future initiatives.

Other Public Safety Initiatives

The success of the first PSI inspired an ongoing series of initiatives across the city. The second initiative, which took place 29 April to 22 May 2013, expanded on the model created in Oliver with 76 participating agencies and organizations. According to the Western District PSI After Action Report (May 2013), one goal of that PSI was to "interrupt the trend of homicides that had plagued the community."

During the first week of the event, several city agencies – Departments of Housing, Public Works, Recreation and Parks, and Transportation – performed sweeps and inspections within the target area to identify and address safety hazards. The operations week followed, which included the same efforts as the Oliver PSI plus additional outreach efforts such as faith outreach events, a boxing exhibition for neighborhood youths, and a community jobs fair. New strengths and areas for improvement identified in the after-action report included:

- Community residents played key roles and enhanced the success in the PSI operations week;
- The community resource fair and jobs fair were well attended;
- The size of the PSI's footprint should be tailored to the capacity of the door-knocking teams; and
- More planning and action are needed to publicize the events held during the PSI.

Based on the success of the 2013 PSIs, MOEM planned four PSIs for 2014, with the mission to "interrupt the trend of violent crime that had plagued the community." The 2014 initiatives involve four key components: (a) community engagement week to engage local residents in the effort; (b) inspections week for major functional agencies to sweep the neighborhoods; (c) operations week for door-knocking teams and community activities to engage residents; and (d) resource fair that includes dozens of vendors. With each initiative, the model of engaging, inspecting, fixing, connecting, and evaluating builds and improves on the previous PSI.

During a briefing on 8 April 2014 addressing command center staff and door-knocking teams for the Madison Monument PSI, Mayor Rawlings-Blake stated, "Everybody has a role and it's only having everyone at the table that makes it work…. We learn from each experience and make the next one bigger."

The after-action report from that PSI, which was held 31 March to 12 April 2014, showed how MOEM collaborated their efforts with 46 participating agencies and organizations to: promote a law enforcement presence; address animal control issues; provide peer support; remove graffiti and dead trees; repair street lights and furnaces; share 311 system information; install smoke detectors; offer blood-pressure screenings;

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conduct safety inspections; distribute safety literature; make appointments for in-patient and out-patient rehabilitation; clean vacant properties; fix potholes; clean streets; refer residents to various agencies; remove trash and abandoned vehicles; and various other tasks. MOEM implements lessons learned from previous PSIs and finds new ways to improve each new intiative. After sharing the after-action report in the CitiStat room of Baltimore's City Hall on 1 May 2014, Cleary thanked the participating organizations and proclaimed, "It's not glamorous. It's just good work."

MOEM conducted the three remaining 2014 PSIs in June, August, and October. These PSIs introduced a broad range of local agencies and organizations to the ICS structure, which will streamline future emergency and nonemergency responses. Two concerns raised by PSI participants were: (a) whether the government would be pushing its own ideas on the communities; and (b) whether the effort would be sustainable. By collaborating with private and nonprofit organizations located within the targeted communities and listening to the communities' goals and objectives, Baltimore's PSIs immediately reached more residents and showed communities that their government agencies can work together on behalf of these communities.

Reduction in Crime Statistics

The results of MOEM and other agencies' efforts in Oliver and Western District were very successful. In the Oliver neighborhood, MOEM still meets with community members every month to sustain the efforts against open-air drug markets, reduce crime statistics, keep neighborhoods clean, and work hand-in-hand with the citizens using community-policing models. This has coincided with a downward trend in crime statistics citywide.

In 2013, the Oliver and Western District neighborhoods accounted for approximately 30 percent of the city's homicides. By December 2013, homicides dropped nearly 40 percent in both neighborhoods. Nonfatal shootings dropped 71 percent in Oliver and 15 percent in the Western District. Since then, police have conducted additional sweeps of these neighborhoods to further reduce gang violence. MOEM anticipates similar trends from the four PSIs conducted in 2014.

Sustaining reductions in crime statistics for these communities is an ongoing challenge for the city and MOEM. In November 2013, the city served 21 drug indictments, which did not go to court until 11 months later. Many of these drug-related cases result in time served before trial and those arrested are released on probation, so the long-term effectiveness of the PSIs is limited by the city's ability to keep such people out of the neighborhoods. Cleary said, "Although most neighborhoods do not have drugs, the television shows 'The Wire' and 'Homicide' have given a false impression of Baltimore. Even with many wonderful neighborhoods, we still need to liberate our neighborhoods that are drug-infested."

On the community level, MOEM works with many local agencies and organizations, addresses population challenges, and provides outreach to vulnerable populations through public safety initiatives. Over the years, MOEM has proved how a small agency can touch many lives through collaborative efforts with a variety of local partners.

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A Training Partnership That Began With a Grant

By University of Maryland Center for Health & Homeland Security

Since 2005, The Center for Health and Homeland Security (CHHS) has partnered with the Baltimore City Mayor's Office of Emergency Management (MOEM) on numerous efforts to improve the safety and security of the region. As an academic consulting agency based locally out of the University of Maryland, Baltimore, CHHS has worked with a variety of agencies in Baltimore over the years to support preparedness efforts. With a staff of more than 60 professionals with expertise in law, counterterrorism, emergency management, and public health, CHHS provides hands-on work to clients across the city and around the world, and shares resources and best practices to enhance clients' internal goals and objectives.

Initially, CHHS staff members worked with MOEM and the Baltimore Urban Area Security Initiative's (UASI) Urban Area Work Group to assist with homeland security grant applications and grants management. In 2006, CHHS led the effort to write MOEM's UASI grant application, which was eventually given a perfect score by the U.S. Department of Homeland Security, thereby securing critical funds for sustainment and improvement of emergency management efforts. Because effective grants administration requires full awareness of programmatic details, the CHHS staffers became more involved with substantive MOEM projects, including planning and program management services.

In 2009-2010, CHHS had three staffers working directly for MOEM, supporting grants, developing a strategic plan for the region, and overseeing numerous city subcommittees. One former CHHS staff member, Calvin Bowman, transferred to work directly for MOEM as a senior policy advisor and chairman of the Baltimore UASI. That move helps preserve the cooperative relationship between the organizations. Over the years, CHHS has expanded its work with the city, as well as stakeholders in the region, to include planning for emergencies, supporting the city's emergency operations center, and conducting exercises to test a variety of capabilities.

These exercises focused on a wide range of topics, including 911 call centers, continuity of operations planning, and large-scale incidents in Washington, D.C., that may affect the Baltimore region. The findings and recommendations for improvement from each of these exercises have helped increase preparedness and response capabilities for Baltimore City. Below is a summary of each of the exercises conducted by CHHS with MOEM.

Baltimore City Communications & Call Center Tabletop Exercise

In October 2012, CHHS and MOEM conducted a tabletop exercise that tested the city's emergency communications network and capabilities, in addition to its continuity plans. Emergency communications are critical when responding to major incidents, as well as for the city's day-to-day operations. The Baltimore City Communications and Call Center Tabletop Exercise presented scenarios that would impact communications capabilities and impede 911 services, and facilitated discussion among senior officials, including: MOEM, the Baltimore City Fire Department, the Baltimore City Police

Department, the Mayor's Office of Information Technology, and the Municipal Telephone Exchange. The exercise identified ways to enhance current capabilities and increase the overall preparedness and response of emergency services.

Baltimore Metropolitan Local Capability Exercise

CHHS supported MOEM in conducting the Baltimore Metropolitan Local Capability Exercise in April 2013. The tabletop was one of four related exercises that were part of the Regional Catastrophic Preparedness Grant Program, each focusing on the consequences of the explosion of a 10-kiloton nuclear device in Washington, D.C. The tabletop concentrated on the impacts of evacuating the population from D.C. to the Baltimore area, and then considered impacts of nuclear fallout on the Baltimore region. Issues included transportation and evacuation management, command and control, communications infrastructure, public messaging, and impacts on the supply chains within the region. CHHS led the development, facilitation, and evaluation of the exercise.

Baltimore City Continuity of Operations Tabletop Exercise

In November 2013, CHHS supported MOEM in the development of a Continuity of Operations (COOP) Tabletop Exercise. The purpose of the exercise was to bring together stakeholders from city agencies to discuss and review their COOP plans, which ensure that agencies are able to continue performance of essential functions following a disaster. Participants had the opportunity to evaluate their existing plans during a mock weather event that could affect the city. Lessons learned and recommendations for improvement from the exercise were then taken back to each participating agency for inclusion in their COOP plans.

Star-Spangled Spectacular

To prepare the regional stakeholders for the largest event in Baltimore's history, CHHS developed a mock disaster exercise in 2014 for the Maryland Emergency Management Agency (MEMA), which involved coordination among participants, including MOEM, a month before the events. The first part of the exercise explored a mock weather scenario: a tornado affecting the Festival Villages and the Inner Harbor during the height of the Star-Spangled Spectacular. Although it was merely an exercise, the scenario gave participants a chance to discuss their roles, responsibilities, and actions if such an event occurred. As the mock scenario unfolded, first responders quickly reviewed their approved plans and openly discussed the activities their agencies would be involved in as a response to the tornado. In addition to the mock tornado, exercise participants also were presented with another scenario: a mock terrorist attack during the celebration and an explosion aboard a military vessel located at Locust Point. Overall, the exercise offered local, state, and federal stakeholders involved in the Star-Spangled Spectacular an opportunity to discuss all aspects of response to a potential incident during the event.

Special thanks to the following for providing information for this article:

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III. Collaborative Efforts for Citywide Preparedness

In 1986, Congress passed the Emergency Planning and Community Right-to-Know Act (EPCRA), which mandated the establishment of state/tribe emergency response commissions, which are responsible for coordinating activities for local emergency planning districts, and appointing local emergency planning committee (LEPC) advisors to enable communities to collaboratively plan for chemical emergencies that occur within their communities. In the 1980s and 1990s, southern Baltimore was home to many chemical companies that came together to: (a) share resources; (b) train, equip, and prepare personnel; and (c) develop incident plans. Although there are fewer chemical companies in existence today, people who live in these communities still have a right to know what chemicals are being stored and what risks may be posed to residents in these areas.

Baltimore's Local Emergency Planning Committee (LEPC)

Around 2007, MOEM, which chairs the LEPC and organizes all of its activities, decided to expand the scope of the Baltimore City LEPC to include other areas of interest and additional community preparedness efforts beyond the requirements of the Environmental Protection Agency. With a new Organization Chart [*Note:* Medical Reserve Corps now exists in Maryland, not in Baltimore City] and bylaws adopted in 2008, this platform for networking and preparing the city now reaches a much broader range of participants than those required by law: hospitals, local media, chemical companies, fire department, and other government agencies. The Baltimore LEPC currently has 355 unique organizations and 692 general members.

Baltimore's 13-member advisory committee conducts conference calls before the quarterly general meetings to determine the agenda, topics to discuss, and feedback from previous meetings. With strong representation from neighborhood associations, chemical companies, faith-based organizations, media corporations, community members, public safety agencies, nongovernmental organizations, public and private partners, nonprofit organizations, businesses, and volunteer groups, the advisory committee leads each quarterly meeting of about 100 people and offers networking opportunities before an incident occurs. By the time an emergency arises, these participants already have valuable connections in the city and beyond.

To take full advantage of the time and encourage participants to attend, MOEM designs each meeting similar to a miniature conference, with time for networking, presentations on activities occurring throughout the city, and a panel session on a hot topic such as active shooters, hazmat incidents, and extreme weather events. The LEPC pushes information from MOEM to its partner agencies and organizations, but it also pulls valuable information from these partners. Meeting with those who do not regulary work in the emergency preparedness community helps MOEM staff: (a) listen to the concerns of the participants; (b) understand what others in the city can provide during an emergency; and (c) define expectations and messaging tactics for the public.

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In addition to the quarterly meetings, another LEPC requirement is to ensure that all participants have access to training opportunities. MOEM extends such invitations to all city residents and employees, when appropriate, for planned training opportunities. In turn, some property owners have been willing to donate the use of their commercial buildings and other property for large full-scale exercises. One such full-scale exercise conducted on 16 July 2014 began as a discussion at an LEPC meeting with the Baltimore Water Taxi. The capsized water taxi exercise included representatives from most, if not all, of the city's response agencies. Better communication between first responders and the Coast Guard, which use different radio frequencies, was perhaps the biggest takeaway from that event.

Although the Environmental Protection Agency administers LEPCs in counties across the nation, some may exist primarily on paper, which does nothing to protect cities when incidents occur. The Baltimore LEPC has set a precedent to constantly interact with and meet many people in a variety of roles. Rather than shaking hands, then disappearing, MOEM strives to stay connected with Baltimore residents and employees through strong leadership and consistency with its LEPC meetings and trainings. Chi-poe Hsia, director of planning at MOEM, stated in an interview on 6 October 2014 that, "It's great to know who to call outside of government agencies when something happens. And these partners appreciate the notice they receive from having that relationship with us."

Credentials, Training & Exercises

The Corporate Emergency Access System (CEAS), a nonprofit company based in New York, offers a program designed to reduce the economic impact on, and facilitate recovery activities of, businesses and the city as a whole following a disaster. The CEAS pre-incident credentialing program permits prescreened businesses to travel through restricted areas to rapidly access their facilities, assess damages, maintain core information systems, turn on back-up systems, meet regulatory obligations, secure or remove vital records and data, and perform other critical tasks following an emergency.

The Baltimore business community, represented by the Downtown Partnership of Baltimore, shared information with MOEM about how the program is being used in New York City and expressed interest in implementing CEAS in Baltimore. MOEM partnered with CEAS in November 2009 to handle the city's business credentialing process and regularly trains the Baltimore Police Department on scanning procedures for secure identification cards and business access to specified restricted areas for employees with critical roles and responsibilities. Currently, a couple hundred businesses in the city are registered, but MOEM plans to expand the program regionally or statewide through the Maryland Emergency Management Agency

Public safety initiative briefing with city agency officials before door-knocking event.

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because not everyone who works in Baltimore lives in Baltimore, which has deterred some companies from registering.

Each year, MOEM coordinates an interagency program of trainings and exercises targeted to businesses and other stakeholders from across the region to enhance and test the city's level of preparedness. Exercises cover a variety of scenarios and range in scale from discussion-based (tabletop) simulations to full-scale field exercises. MOEM partners with city, state, and federal agencies, as well as private and nonprofit sector organizations, to design and execute exercise scenarios at various venues. In some cases, city public-safety staff members travel to locations outside the city for training, including: Texas A&M Engineering Extension Service, New Mexico (for explosives training); Center for Domestic Preparedness in Anniston, Alabama; and the Emmitsburg, Maryland, campus of the Federal Emergency Management Agency.

In addition to off-site exercises, MOEM offers one or two trainings each month in house, from the Federal Emergency Management Agency or Texas A&M Engineering Extension Service, or custom courses such as an overview of the emergency operations center. Baltimore currently is working on a radio operations course for the region to teach emergency managers, high-level first responders, or anyone in a leadership role how to use newly programmed statewide radios during an emergency. "We encourage all of our partner organizations – city agencies, private-sector, nonprofit, and community partners – to participate in most of the trainings we bring to the city," said Hsia in an email on 27 February 2014.

On 21 April 2014, MOEM coordinated a tabletop exercise with Amtrak, which offers emergency response training free of charge to all first responders. The scenario included an Amtrak train that derailed and collided with a Maryland Area Regional Commuter (MARC) train at a bend inside the Baltimore and Potomac Tunnel. With 134 trains each day travelling through the tunnel, this is a realistic concern for local emergency planners. The exercise:

- Identified logistic concerns for resources that would normally arrive by train and not be possible in such scenarios;
- Addressed erroneous information that would likely disseminate in the early hours following the incident; and
- Discussed various other topics, such as the incident command structure, emergency notification system, police log for accountability of those on scene, triage, scene security, traffic control, ingress/egress points, incident action plan, communication, prioritization (cascading priorities with life safety as the main priority), bystanders, documentation, information strategies, morgue/mortuary resources, medical treatment, patient tracking, hospital surge management, and the ensuing National Transportation Safety Board investigation.

With a small staff, MOEM sometimes develops trainings and coordinates efforts that later are transitioned to a sustainable partnership with another city agency. For example, training responsibilities for a liquefied natural gas facility in the city transitioned

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from MOEM to the captain of the fire engine company that will be first on the scene if an emergency occurs at that location. In addition to working with the facility on a daily basis, the captain has now gained a better understanding of the city's overall preparedness program. Strong relationship-building practices that are used on a daily basis enable a small agency to do great things.

With its personnel, MOEM promotes the "When one succeeds, everyone succeeds" philosophy by identifying opportunities and people who have an interest in emergency management and assisting them as they moved through the ranks. Now in the final stages of development, a "career growth path" model for MOEM employees helps steer staff on the right career path, equipped with the best tools. After finding out what new staff members want to do one and five years from now and identifying their areas of interest, MOEM leaders help determine the trainings, conferences, and other prerequisites they should take to achieve their goals. Eventually, this career growth concept will be extended to city employees in other agencies.

In an interview on 6 October 2014, Connor Scott, deputy director of MOEM, explained why it is so important to evaluate the goals and assist newer staff members in finding the right career paths for each of them: "We are very concerned about the high level of knowledge being concentrated at the top of the organizational chart. We have people who have had extensive training, have real-world experiences, and are very knowledgeable, but they tend to be closer to retirement. Therefore, our focus for training and exercises is shifting toward the next generation of public safety personnel and emergency managers who are going to be filling these positions. This opportunity empowers staff at the ground level and helps build valuable experience."

Preakness, Artscape & Other Major Events

Baltimore has experienced an increase in the number of events that it has hosted over the past several years. From the MOEM perspective, special events – from local 5K foot races to the internationally attended Star-Spangled Spectacular – serve as "ambassadors" for the Incident Command System (ICS). With the mayor and deputy mayor of the city setting a precedent and establishing a strong ICS culture, the current staff members of MOEM have developed great appreciation for the system, which includes: the fundamentals of ICS; how MOEM operates within this system; and how ICS is effective and efficient in organizing operations to offer a clear picture of various roles and responsibilities.

MOEM plays a coordinating role in the city's planning and management of events because major events: (a) require a large commitment of public safety resources; (b) present logistical challenges; and/or (c) require advanced interagency planning. Although state and federal government involvement is not necessary for small events such as a 5K foot race, the local liaisons for the Maryland Emergency Management Agency and U.S. Department of Homeland Security are aware of such activities and are in contact with MOEM on a regular basis.

Two annual events that Baltimore hosted in 2014 were the 139th Preakness, which is the second leg of horse racing's Triple Crown, on 17 May 2014, and the 33rd Artscape, which is "America's largest free arts festival," on 18-20 July 2014. For such events, major

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concerns already are identified and the command room personnel are familiar with the process. However, at the same time, diligence is required to carefully review operations plans from year to year because there are many dynamic components that can change these plans. In a DomPrep interview on 6 October 2014, Brian Bovaird, lieutenant in the Baltimore City Fire Department assigned to MOEM with his primary responsibility being special events, was adamant that recurring events, no matter how long they have been around, are not on "autopilot." The framework is set but, "When you get complacent, that's when lots of things can go wrong," said Bovaird.

Multiagency personnel during a Public Safety Initiative in 2013.

Each year, Baltimore is committed to improving policies, permitting process, and operations of special events. For example, during the 32nd Artscape in 2013, a new condominium building with a parking garage resulted in changes for vendor parking and the location of the fire department's command vehicle. These changes, though, caused gridlock and a disruption for the people entering and exiting the parking garage. As a result, the plan in 2014 required agencies to relocate the fire command vehicle, run new fiber optic lines, and provide necessary logistical support to the fire department.

At Preakness, the unified command structure ran the event as "a little city," with two ingress and 19 egress points, a dedicated lane for easy movement of police, fire, and emergency medical services, interoperable communications, and check-in/check-out procedures. The roof of the grandstand offered an aerial vantage point for police spotters and hazmat team members who were performing air monitoring to detect any potential airborne hazard in real time. MOEM provided regular command updates with information about attendee numbers, emergency medical responses, traffic issues, social media monitoring for threats, and number of significant incidents.

The key lessons learned from these and other established annual events – the African American Heritage Festival, July 4th and New Year's Eve celebrations, Army-Navy football games, Olympian Celebration at Fort McHenry, and Baltimore Marathon – is that, no matter how many times an event takes place, the planning process, security protocols, security plans, and best practices constantly change and evolve. Frequent events offer some planning advantages but, at the same time, they still require full engagement every year.

A Successful & "Spectacular" Event

In September 2014, Baltimore hosted the "Star-Spangled Spectacular," a weeklong event commemorating the writing of the National Anthem in Baltimore's Inner

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Harbor. MOEM and other local, state, and federal partners gathered for pre-event planning activities under the leadership of the Maryland Emergency Management Agency. Event-related activities spanned Baltimore City, Baltimore County, Fort McHenry, and the waters of the Chesapeake Bay, and included displays of tall ships and gray hulls from numerous countries around the world, as well as an air show by the U.S. Navy Blue Angels. Adding to the excitement of the event, the Baltimore Ravens and Baltimore Orioles both hosted home games against the Pittsburgh Steelers and New York Yankees, respectively.

From the beginning stages of planning for the Star-Spangled Spectacular, Bovaird said, "I knew it was going to be a regional event, so we immediately got the Maryland Emergency Management Agency involved as our regional partner." Monthly planning meetings addressed historical sites of interest, Homeland Security Information Network, communication, site plans, and planning group briefings: each group presented planning

"It was clear early on that this project was massive and required the highest level of coordination. I was impressed by the professionalism and structures put in place by MOEM as they worked closely with the Maryland Emergency Management Agency, surrounding counties, U.S. Coast Guard, U.S. Navy, international dignitaries, National Park Service, city and state agencies, and eventually the White House and U.S. Secret Service. It was striking to witness the conversations that took place after each official multiagency briefing. Representatives from disparate organizations, some completely new to this kind of planning, approached one another to share insights and resources. Although Spectacular was daunting in scale, everyone wanted to contribute. The eagerness to work 'it' out, whatever 'it' was at the time, was amazing to see.

I visited the Baltimore Area Command daily for updates and found the command center staffed with serious and well-organized professionals from a wide cross-section of agencies. As co-chair of the Air Show, I depended on this multiagency cross-jurisdictional assistance. Although aviation was my main focus, the air show directly impacted maritime, homeland security, transportation, and emergency planning. I continue to feel that the real backstory of Spectacular is how well these agencies, interests, and individuals pulled together to make something so complex happen. Baltimore's place in history 'spectacularly' unfolded on the national stage, in large part because of the multiagency group led by MOEM. I will value this experience and the friendships that came out of it for the rest of my career."

– Kathleen Ash, events and locations coordinator,
Division of Tourism, Film, and the Arts,
Maryland War of 1812 Bicentennial Commission,
Maryland Department of Business & Economic Development

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updates, coordination requests, logistical needs, and action items/next steps. Although there was a significant federal presence for the event, which was designated as a Special Event Assessment Rating of 2 (an event with national and/or international importance), city and state agencies were working together for six months or more before federal agencies became involved. By the time the federal coordinator fully engaged city agencies for that event, an established, clear, and documented organizational and meeting structure was in place, which made it easier to demonstrate where everyone fits within the structure.

The Star-Spangled Spectacular festivities began on 9 September 2014, as 134 buses transporting more than 7,000 students from every county in Maryland unloaded their passengers at Fort McHenry. Law enforcement officers directed traffic and secured the area, while fire and emergency medical personnel staged nearby. Dressed in red, white, and blue shirts, the students launched the weeklong event by forming the largest American living flag ever created.

Behind the scenes, five Area Commands – Baltimore Area, Navy, Coast Guard, Fort McHenry, and Martin State Airport – and the Unified Area Command, stationed at the Maryland Emergency Management Agency, kept close watch of the events throughout the day and night. Although it is difficult to estimate the exact size of the crowds that were widely dispersed throughout the city, well over one million people visited Baltimore during the event. Unlike the 2012 Sailabration, many events at the 2014 Spectacular were held outside Fort McHenry: Festival Village in Inner Harbor; live music; cooking demonstrations; ship visitations; fireworks; Blue Angels air show; and activities in Fells Point, Canton, and along the waterfront. This year's event was marketed more as a city event than an Inner Harbor or Fort McHenry event.

During the Spectacular, MOEM provided the overall coordination that enables each individual agency to focus on their roles and responsibilities. "We operate as the 'rolodex of the city' – we know everyone, we see the overall picture, and we know all the players involved. Then, with our personalities, staff, and capabilities, we are able to bring everyone together," said Bovaird. With more than 80 agencies, 15 planning groups, and many moving parts, MOEM focused on the event as a whole and how the different parts work together.

"At no point would I ever tell someone that I'm in charge of the event or the planning. I was a catalyst to help everyone maintain their own commands and that is the key. If anyone at any point felt a loss of control over authority or operations, then I would have been completely ineffective. I don't work for their agencies, so I can't tell them what to do. It is about management and leadership through influence rather than through mandate," said Bovaird. Of course, some people may not want to work with other agencies, but there must remain a collaborative and influential process.

With the quantity of visitors and number of events within the overall celebration, there were relatively few issues reported. A visit from President Barack Obama resulted in schedule changes and logistic issues as people moved into and out of Fort McHenry. Because no exact time for the visit could be distributed, agency representatives had to be able to adjust at a moment's notice. Additionally, cloud cover changed the way the

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Blue Angels could fly, so the show was much lower than planned, resulting in 36 noise complaints to the 311 call center.

When planning for any special event, it is not possible to think of every scenario that could possibly occur, but the key to success is adaptability. The traffic plan for Locust Point did not take into account all of the vehicles that were going to filter out of Fort McHenry following the fireworks display on the Friday night of the event. Traffic was backed up downtown as expected, so Fort Avenue traffic had nowhere to go. CSX police identified the problem, brought it to MOEM's attention, and then worked with the Baltimore Police Department to open a section of Fort Avenue that leads directly to highway Route 95.

That road was closed and used as a bus depot during the event, so it took some time to reopen it to the public. This traffic pattern change was implemented into the plans for the next evening. What seemed obvious in hindsight was lost in the many moving parts, but operational flexibility was the key lesson learned. "I knew we weren't going to plan for everything and couldn't catch everything, but it's awesome to work with people that are adept enough at their jobs that they can identify an issue, then coordinate and collaborate to fix it," said Bovaird.

Building Interagency Preparedness Efforts

Coordinating and collaborating for large-scale special events and incidents include training such as ICS courses for people who have not already had them and operational

LTC Melissa Hyatt, Area 1 commander for the Baltimore Police Department, was involved throughout the planning process and was assigned to the Baltimore Area Command Center during the Star-Spangled Spectacular. In an email on 7 October 2014, she shared her experience in working with MOEM:

"The relationship that the Baltimore Police Department has with MOEM makes the responsibilities of first responders more manageable. For example, if we experience a planned or unplanned event or incident, I can call them to secure resources such as traffic control elements, buses for transporting, or bike racks. MOEM is consistently dependable and they efficiently accomplish anything that we need, particularly in terms of logistics. Required logistics or other support can make an unfolding incident either run quite smoothly or else can cause additional stress on the incident commander.

We are particularly fortunate in Baltimore to have such a strong relationship between our public-safety elements (police, fire, and MOEM). We all work together closely on large planned special events and balance each other well. We also are able to rapidly unite during unplanned incidents in order to achieve the best possible outcomes. It is always a true team effort."

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Natural Disasters: View From the Northeast

Connor Scott, Deputy Director
Mayor's Office of Emergency Management
City of Baltimore, Maryland

Stephen J. Acquario, Executive Director
New York State Association of Counties

Jordan Nelms, Planning Section Chief
FEMA's Region II Incident Management
Assistance Team, New York City

Natural disasters can have devastating consequences, as seen following Superstorm Sandy. DomPrep interviewed three distinguished guests to learn more about this topic from the local, regional, and federal perspectives and to provide insights on current mitigation efforts to prepare for, respond to, and recover from future threats.

Click PODCAST to listen to full interview.

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training on the command process. For large-scale events in Baltimore, MOEM facilitates many independent meetings, mid-level planning meetings, and a final planning meeting, or "dress rehearsal," to share how the operations will proceed, to coordinate site visits if needed, and to conduct tabletop exercises.

Sometimes, trainings can be orchestrated within events. For example, at Preakness, the Baltimore Region Incident Management Team took advantage of the opportunity and ran a functional exercise while members of the team were on standby during the event. Routine events also can serve as infrastructure exercises. For example, the CityWatch camera system is primarily in place because of special events that cover a large footprint of Baltimore City. "If we do special events right, the only difference in the command room from an emergency incident is that the feel or climate for an event tends to be slower paced, giving agencies and players a chance to connect with each other," said Bovaird. At every event, for example, the police and fire representatives have the opportunity to learn how the cameras are used and how other agencies can employ them in the future.

Representatives from various agencies have their own focus areas with related goals and responsibilities, which sometimes can lead them to address only immediate problems. For example, during one evacuation tabletop exercise, a fire chief at the table said, "I don't care where they go, we're just going to get them out of there." Although getting the people out of the affected area is important, there needs to be consideration of where they are going to go, how they are going to get there, how they are going to get back to their families, how to let their families know where these people are, and so on. Without thinking three, four, or five steps ahead, the incident footprint could expand rapidly. MOEM personnel are trained to look at the big picture, address issues outside the departmental silos, and unify the city's planning efforts.

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IV. A Regional "Whole-Community" Approach

The Baltimore Mayor's Office of Emergency Management (MOEM) reaches beyond traditional local and city partners to integrate the business community and regional partners into its daily operations as well as emergency plans. In an interview with DomPrep on 14 October 2014, Tom Yeager, executive vice president of public safety and community services for The Downtown Partnership of Baltimore shared the history of the organization and its relationship with MOEM.

Downtown – Clean, Safe & Beautiful

The Downtown Partnership is a membership organization for any businesses that would like to join, from hotels and the convention center to mom-and-pop stores. In line with current city initiatives – for example, the mayor's 10,000 New Families and the Vacants to Value – the mission of this organization is to help downtown Baltimore grow by being more attractive, more inviting, and more prosperous. During a recession in the early 1990s, the Downtown Partnership examined other business improvement districts around the country and conducted surveys to find ways to improve the city without the city's financial support.

The surveys revealed that, to be successful, the downtown communities would have to be cleaner and safer, which would require revenue. Business owners in 106 blocks of downtown Baltimore agreed to pay a property tax surcharge on for-profit buildings, which would go to the Downtown Partnership to sponsor a "Clean, Safe, and Beautiful Program," known as the Downtown Management Authority (DMA), a quasi-government organization that contracts the Downtown Partnership to manage it.

In the safety portion of the Clean, Safe, and Beautiful Program, DMA launched a public safety coalition in the 1990s, which was led by a retired major and retired sergeant from the Baltimore Police Department. Initially, DMA brought together all public and private security in the downtown area to share information about crimes and incidents within the various law enforcement organizations.

In 1999, Yeager took over and helped expand the program to be more inclusive, eventually including Visit Baltimore, the Health Department, MOEM, the Maryland Emergency Management Agency, and the U.S. Department of Homeland Security (DHS), which are all networked by email. DMA also has a network of all the multifamily residential and business property owners in the downtown area. The Downtown Partnership has an even bigger business network that can disseminate important information.

The events of 9/11 were a turning point for Baltimore. The city police commissioner approached DMA to reach out to hotels about their ventilation systems. It then became obvious that the city needed to include more players in the planning process and tabletop exercises.

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Integration of Businesses & Emergency Operations

On average, 40-50 people attend the monthly DMA meetings to have lunch and report on major events and other information that are critical to security and business communities. These meetings provide an effective method for exchanging information and networking before an incident occurs. When a water main breaks downtown, for example, owners and employees may be unable to access, or must close, their businesses. In such cases, they need real-time information about current events. To provide such information, DMA launched a program in 2007 called Baltimore Emergency Communications Network (BECON) through Message One, which offered DMA its services free of charge.

Yeager began to staff the city emergency operations center under certain circumstances following the launch of BECON. A BECON alert would signal a conference call with the businesses to brief them on the incident and inform them about when they could re-enter their buildings. The Baltimore Office of Emergency Management (now MOEM) adopted that model and expanded it to include citywide participation. Yeager now participates in almost all of the tabletop exercises that involve the downtown area – for example, the Star-Spangled Spectacular and the Grand Prix.

Although individual business owners do not attend all the tabletop exercises, Yeager serves as an information-sharing hub to provide two-way communication between the business community, MOEM, and DHS. Information sharing is the biggest benefit to the Downtown Partnership-DMA-MOEM relationship. If information remains at MOEM, or businesses do not share what they know, then valuable information resources are lost.

Television and radio provide breaking news stories, but do not include details that are necessary to business owners, for instance: specific timelines, road closures, areas with limited access, and other information necessary to run their critical services. Without being linked to people on the scene of an incident or staffing the emergency operations center, they may have to place several phone calls before finding the answers they need.

In some cases, the Downtown Partnership provides MOEM with information that is crucial to the decision-making process. For example, conventions of all sizes are important to include in the planning efforts of both public and private sectors. It is a mutually beneficial relationship. With so many businesses and security

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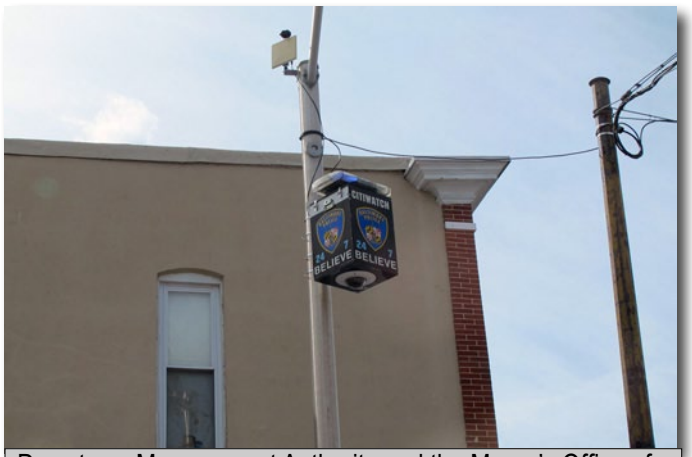
offices in Baltimore, Yeager at the Downtown Partnership provides MOEM with a single point of contact. "If Baltimore didn't have Tom [Yeager], or a function like that, we would have to consider hiring a full-time business liaison because he plays such a huge and critical role," said Connor Scott, deputy director of MOEM, in a DomPrep interview on 14 October 2014.



Downtown Management Authority and the Mayor's Office of Information Technology started the current CitiWatch program.

Additional benefits of this relationship include rumor control and facility access. MOEM verifies information about incidents and rapidly relays pertinent details through the information network established by the Downtown Partnership. The mutual respect and trust within these core relationships, at times, provide the public sector with access to private sector facilities as well. If an emergency compromises MOEM and its personnel need somewhere to continue operations, the business community is already equipped with phones, computers, and turnkey access to the city's servers. Everybody works together.

CitiWatch – A National Best Practice

Before 2003, the Baltimore business community, through DMA, funded the installation of static cameras in the downtown area. The 96 cameras, pointed toward parking lanes, used analog technology and an outdated system, but they still were helpful when investigating vehicle damage and thefts. Then-Mayor Martin O'Malley (now governor of Maryland) travelled to England in 2003, where he saw that country's surveillance camera system and wanted to install a similar system in Baltimore. When he returned from his trip, he met with Yeager, learned more about the current downtown camera system, and introduced him to a committee with the Mayor's Office of Information Technology.

DMA then reached out to DHS to determine if any other jurisdictions in the United States were using similar surveillance systems as the one in London. Equipped with this information, Baltimore purchased many new cameras with Buffer Zone Protection Program grant money, most of which was invested in the Inner Harbor area because of the DHS terrorism risk assessment. DMA and the Mayor's Office of Information Technology then began expanding the existing system and started the current CitiWatch program.

The first step was to find a suitable location. Southern Management Corporation was the first business to erect a residential building on the west side of downtown Baltimore. Although further development was supposed to follow, legal issues delayed additional construction and area improvement for several years. After discussions with DMA, the

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owner of that building offered CitiWatch some of its basement space to start the program with about 80 new cameras. Shortly thereafter, the city established a police substation in the same building.

The new system caused some public resistance, so parameters had to be established requiring a police report before anyone could view surveillance video. Aligning all the protocols took some time before DMA could launch the CitiWatch program, but it has now expanded into different districts across the city and is recognized as a national best practice.

A Productive Regional Working Group

Regional planning helps ensure that response and recovery efforts are coordinated across jurisdictional boundaries. Baltimore City is the core of the Baltimore Urban Area Security Initiative (UASI), with a member of MOEM appointed by the mayor as the chairperson for Urban Area Working Group (UAWG), which administers – with support from MOEM – the region's UASI. The Baltimore UASI and UAWG are composed of seven jurisdictions, with one voting member appointed by the elected official in each jurisdiction: Anne Arundel, Baltimore, Carroll, Harford, and Howard counties, as well as Annapolis and Baltimore cities. In addition, UAWG works in close collaboration with other agencies such as the Maryland Emergency Management Agency, and federal partners such as the Federal Emergency Management Agency.

Established in 2003, the UAWG works with partners to create policy regarding regional preparedness efforts, which stem from regional UASI funds. However, these funds have decreased over the years: from more than $10 million 7 years ago to $5.5 million currently. This reduction in grant funding forced UAWG to take a more serious approach toward a partnership philosophy that leverages the resources of all jurisdictions within the Baltimore UASI to better prepare as a region. Although many initiatives originate in Baltimore City, all decisions are made under the auspices of regional preparedness.

The Baltimore UASI hosts general meetings, which are open to anyone, every other month and executive-only meetings in the off months. In addition to regular meetings, the UAWG also started a new quarterly seminar series to attract stakeholders from across all disciplines to discuss specific events, scenarios, or threats that the region may face. To gain a better understanding of how to approach key mission areas – preparedness, prevention, mitigation, response, and recovery – the seminars feature subject matter experts who have personal experiences relevant to the topic of discussion. These presentations highlight experiences that are not often shared in publications or news outlets.

The first full-day seminar was held in Howard County, Maryland, on 3 September 2014, with approximately 200 attendees. Local emergency managers shared their personal accounts from the emergency operations centers during Hurricanes Charley, Katrina, Ike, and Sandy. The biggest takeaway from that seminar was the value of building relationships within and between communities, which is a driving force behind the Baltimore UASI.

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The next seminar is scheduled to be held in Baltimore on 20 November 2014 to address active assailants from the perspectives of the private sector, law enforcement, and school administration. The panel and participants will discuss issues that may be overlooked during the planning process and lessons from the panelists' experiences could be incorporated into the plans of other jurisdictions. Building on the last seminar, UASI will include a mechanism for polling the audience through smartphones. Samuel Johnson, the new regional training and exercise coordinator at MOEM, will lead the November seminar. So far, more than 500 people have registered for this upcoming event.

Risk Assessments & Regional Trainings

In addition to outreach efforts, a critical role of MOEM and the Baltimore UASI is to identify risks – both natural and human-caused – prioritize planning efforts, and develop and implement long-term mitigation strategies for the communities they serve. MOEM works with a variety of agencies and outside experts to study and evaluate the frequency and magnitude of the hazards that are more likely to affect the city and its surrounding areas. Large activations and the potential for huge crowds of people entering Baltimore heighten awareness of potential incidents and terrorist threats.

Based on these assessments, the Baltimore UASI conducts tabletop and full-scale exercises to address specific vulnerabilities and to highlight regional capabilities. One such tabletop training was conducted on 6 March 2014 at MedStar Harbor Hospital in Baltimore to test the newly drafted Region III Maryland Alternate Care Site Equipment and Supply Cache Activation Plan. Participants included: local Offices of Emergency Management and Health Departments; Maryland Region III hospitals and Health and Medical Task Force; Maryland Department of Health and Mental Hygiene; Maryland Emergency Management Agency; Maryland Institute for Emergency Medical Services Systems; and Maryland Task Force 2.

There are seven alternate care sites in the Baltimore UASI region – one for each jurisdiction represented in the Baltimore UAWG – with MOEM overseeing the movement of UASI assets and the pre-approval process. MOEM approached each of the sites to help hospital personnel understand how specific supplies would be deployed, managed, returned, and replenished. Investments in alternate care site caches began about four years ago and, now, the majority of the cache is stored in a warehouse in Baltimore City. To avoid delays and reliance on Baltimore City personnel to deploy these resources, hospital and other personnel are trained on forklifts and loading/unloading the cache onto box trucks. The trained personnel then can go directly to the warehouse to retrieve and transport the cache to the waiting facilities.

Hospitals as a Top Priority

In an interview with DomPrep on 21 October 2014, Craig Savageau, emergency management coordinator for the University of Maryland Medical Center (UMMC) in Baltimore, spoke about the hospitals' relationships with MOEM. Savageau's primary responsibilities include: overseeing the emergency management program that defines hazards for UMMC within the community, developing the center's emergency

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operations plan, conducting training, managing assets of the emergency management program, and working with MOEM's office. Since UMMC is located inside Baltimore, the hospital is always involved in the preplanning process for major events within the city.

Unified command center during Preakness 2014.

UMMC is part of several different working groups, including: the Region III Consortium Workgroup, which deals with the Medical Task Force; as well as a hospital consortium, which includes participation from MOEM. Region III Medical Task Force is a planning workgroup that uses a hazard vulnerability analysis to define the most likely hazards and vulnerabilities for Baltimore City – snowstorms, thunderstorms, and power outages – and how to prepare for them. Everyone who attends Region III meetings, consortia meetings, or LEPC meetings has a voice.

With 11 acute care hospitals and four specialty hospitals in Baltimore, there is a lot of expertise to share at monthly meetings and through daily communication between hospitals. These meetings help MOEM identify hospital needs and prioritize what the city can do to help.Many of the city's hospitals are well prepared inside the facilities with their own emergency management and security staff, so MOEM focuses on the areas outside the facilities, such as clearing debris and snow from roadways and restoring power to the area. In terms of critical infrastructure, hospitals are at the top of MOEM's list for ensuring continuity of operations so doctors, nurses, and patients can safely access hospitals.

In some instances, MOEM offers joint trainings and exercises for participants throughout the city. At other times, the hospitals reach out to MOEM to learn how to respond and train effectively for specific incidents. MOEM, for example, conducted hospital evacuation drills in 2011 at three hospitals. The drills included: a small-fire scenario; city firefighters with water-filled hose lines; and the evacuation of one floor of a building. "We do a lot of tabletops and theoretical exercises but, when a real firefighter lays down a hose line, they leave puddles of water everywhere, which is a hazard. Therefore, housekeeping has to be right behind with a mop and bucket. Those little things you don't know until you have real-time collaborations. It's a great learning environment," said Savageau.

Another example is the Grand Prix, which was held in Baltimore in September of 2011, 2012, and 2013. Only a block away from UMMC, many road closures raised concerns about hospital staff being able to get to work. By having a representative in the

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emergency operations center with MOEM, UMMC was able to communicate information and respond in real time. "Without that relationship, downtown congestion would have posed challenges to accessing the Medical Center," said Savageau.

Rallying for Emergency Preparedness

To familiarize responders from around the region with the various functions and capabilities of command units, the Baltimore UASI sponsored the 2014 Central Maryland Command and Communications Rally on 9 October 2014 at Baltimore Washington International Airport. The Anne Arundel County Office of Emergency Management hosted the annual interoperability exercise, which featured collaboration among regional responders, technology demonstrations from vendors, complimentary lunches for participants, an "open house" of mobile command vehicles, and demonstrations of the incident command structure.

In total, more than 20 mobile command vehicles from the state and beyond were available for participants to board, including: the National Guard Civil Support Team; the Civil Response Team (CRT) from D.C.; the United States Postal Inspectors Mobile Command Vehicle; National Security Agency's mobile command vehicle; at least one mobile command vehicle from each of the seven UASI jurisdictions; and other agency command vehicles. The Baltimore UASI invested in the initial purchase of two mobile command vehicles for each of its jurisdictions, and now supports the sustainment and operation of all the vehicles, including: data terminals, mobile radios, and other mobile command equipment.

The Baltimore Regional Incident Management Team (IMT) falls under the Special Operations Committee of UASI and has been part of all major events the city has had over the past five or six years, including events such as the Star-Spangled Spectacular and various disaster responses. The Baltimore City Fire Department has personnel who serve on the regional IMT, and at least three of them operated in command roles in the Baltimore Area Command Center during the Star-Spangled Spectacular. To staff the regional IMT while still offering jurisdictional coverage, individual IMTs are selected from each jurisdiction's IMT to form the regional team. From 28 April to 3 May 2014, the entire Baltimore Regional IMT traveled to the Center for Domestic Preparedness in Anniston, Alabama, to attend a free pilot training program with one of the participants (listen to a podcast).

Similar to the IMT, the regional Urban Search and Rescue Teams (one red and one blue) are composed of members of various fire departments from each jurisdiction in order to roster a full rescue team without leaving gaps in response agencies. Once competencies of each member are determined, the regional USAR teams are configured. When one of the USAR teams is deployed, the IMT is often deployed as well.

Truly Regional Best Practices

As the chair of the Baltimore UASI, Calvin Bowman, senior policy advisor at MOEM, has been asked to speak at numerous conferences because of the efficient and organized way in which the Baltimore UASI plans and responds to events and incidents. The Federal Emergency Management Agency (FEMA) has promulgated the best practices of the Baltimore UASI to other jurisdictions and uses this group as a pilot

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for many of its programs because MOEM and UASI are open to adopting the national model. "We took a whole-community approach, but on a much larger scale so we could align MOEM's preparedness strategy with our UASI, state, and federal agencies, so our strategies and plans fit together," said Bowman in an interview with DomPrep on 14 October 2014.

One specific example of how the Baltimore UASI is building regional resilience involves the Navy-Marine Corps Memorial Stadium in Annapolis, Maryland. The Naval Academy Foundation and the Naval Academy Athletic Association (NAAA), rather than the U.S. Department of Defense, privately funded the stadium. In addition, the first responders are the Annapolis Police Department rather than the military. Two years ago, DHS conducted a vulnerability assessment for the stadium and identified a need to enhance video surveillance capabilities. Because the NAAA is a 501c3 nonprofit organization, the association with the support of the Annapolis Police Department, applied for a UASI grant and ultimately received up to $75,000 to add about 30 new cameras.

The Baltimore UASI is truly regional, with members working together to integrate into a solid team that works with partners outside the traditional UASI footprint. "An incident will not always stay within the UASI footprint, so neither should the communications and operability plans," said Bowman.

MOEM's partnership philosophy of integrating the business community and neighboring jurisdictions into its operations plan enables the city to leverage various resources for regional preparedness. "In today's emergency management and homeland security climates, leveraging resources from each jurisdiction is one of the most critical components we have, which is why it is so important that we organize as a UASI and are familiar with one another," said Bowman. Funding is decreasing and jurisdictions must be able to leverage neighboring resources, but Baltimore City and Baltimore UASI regional partners are prepared and know who to call.

Mobile Command Units at the UASI Communication Rally, 9 October 2014

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V. The "Big Picture": Integration of Strategies & Plans

"We try not to take anything for granted," said Deputy Mayor Robert Maloney in a DomPrep interview on 22 September 2014. He was referring to the need for Brian Bovaird, lead planner at the Mayor's Office of Emergency Management (MOEM) for the Star-Spangled Spectacular, to visit the Unified Area Command, an interagency command center hosted at the Maryland Emergency Management Agency's (MEMA) State Emergency Operations Center, to get a different perspective of the entire event, and to see how his role fits into the overall plan. It was important that Bovaird understand the magnitude of the event because collaborating with various agencies becomes more complicated when those agencies are located in different jurisdictions. "The unified command presence was terrific. They were so organized," said Maloney.

Unifying Command in Maryland

Kyle Overly, who joined MEMA in August 2013, was assigned the same month as lead planner at the state level for the Star-Spangled Spectacular. He helped facilitate the process for state agencies and coordinated efforts with Bovaird and Baltimore City. Together, Bovaird and Overly helped to develop a plan for the entire project. Elements of that plan included: management structures; resource management procedures; organizational strategies; and overall event management. In consultation with senior leadership from MEMA and MOEM, they decided to employ a unified area command structure, where each jurisdiction – Baltimore City, Baltimore County, the National Parks Service, U.S. Coast Guard, and U.S. Navy – would have an area command and a lead. Bovaird led planning efforts for the Baltimore Area Command, overseeing all the city efforts, and Overly oversaw planning efforts statewide, regionally, and for the remaining jurisdictions. Throughout the event, MEMA, federal agencies, and local agencies were present at the Unified Area Command, which supported information sharing and resource management throughout the event.

With a structure and plan in place, the official launch of the multiagency effort began with a meeting of city, state, and federal partners in January 2014 and continued monthly until the start of the public event in September. "We knew that the planning process would be large and complex, and require a lot of support from both agencies. Internally, I assembled a team to help me (as the project manager); Brian [Bovaird] divided the labor for his agency as well," said Overly in an interview on 21 October 2014. Throughout the process, Bovaird and Overly maintained close contact to stay informed about the efforts of each agency. Additionally, approximately 15 working groups met at different interims to focus on their subject matter expertise.

One of the main deliverables from MEMA was the SSS14 Concept of Operations Plan (SSS14 CONOPS) that addressed the entire project, described how all the agencies fit together, and included appendices for: (a) each area command; (b) evacuation/shelter-in-place procedures; and (c) a public information plan. MEMA and MOEM modeled the plan and the planning effort after the National Plan Development Process, which is

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used in Maryland for project management purposes and planning efforts. In addition to several smaller supporting initiatives, MEMA conducted several exercises in August and September 2014: (a) a general all-hands tabletop exercise; (b) a senior-leader tabletop exercise focused on the larger management issues and concepts laid out in the plan; and (c) a communications drill the week of the event, which included radios, Homeland Security Information Network (HSIN) Connect, basic landlines, and web programs.

Morning briefing with first responders before the start of Preakness 2014.

By the time the event began, all the agencies involved knew their roles and responsibilities. At Unified Area Command, the few small incidents that arose during the event were handled quickly with no major consequences. Overly explained that, for the most part, "It was quiet, which was a good thing. However, if something did happen, we would have been ready."

An Ongoing Local-State Relationship

Through the Maryland Emergency Preparedness Program, which "emphasizes an all-hazards approach to the delivery of 31 specific capabilities across four mission areas (prevent/protect, mitigate, respond, recover) in order to address the state's risk," MEMA already had a strong relationship with Baltimore City and all other local jurisdictions in Maryland; however, the close collaboration for the Star-Spangled Spectacular solidified that relationship. The liaison assigned by MEMA through a regional liaison program, which is funded through UASI grants, maintains the connection between MEMA and MOEM throughout the year by attending meetings and providing input.

"John Dulina, the regional liaison for Maryland's central region, which includes Baltimore, is hugely integral in what we do. He works within all the other agencies in our region and will plug into the planning process as needed," said Connor Scott, deputy director of MOEM, in a DomPrep interview on 21 October 2014. MEMA's Preparedness Directorate staff members also support any of MOEM's initiatives as needed.

Each jurisdiction's Office of Emergency Management is different, with a structure that operates under a mayor's office, a fire department, a law enforcement agency, or another independent agency. MEMA continuously builds relationships with local jurisdictions to understand what to expect and how each jurisdiction operates during a disaster. Given the size and population of Baltimore, close coordination between MEMA and MOEM is critical. In recent years, MEMA has taken a more proactive approach, through a strategic and sustained focus on preparedness, to reach out to the various jurisdictions in Maryland,

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Students of all ages prepare to form a living flag at Fort McHenry in September 2014

which makes it easier for local jurisdictions to identify: (a) who to talk to for specific issues; (b) training opportunities and exercises that MEMA offers; (c) services MEMA provides; (d) the level of proficiency of staff members; and (e) overall operations.

Although Baltimore City is self-sustaining for small incidents and events, there are times when the state must be involved. For instance, when Baltimore needs multiple state-level resources for large-scale events, MOEM may reach out to MEMA to access buses from the Maryland Transit Administration and mutual aid with state law enforcement agencies. The Star-Spangled Spectacular provided an opportunity for the local and state agencies to work together on the entire planning process from beginning to end. "Some plans you write and, hopefully, never need. However, it was great to go through the entire planning process, use the plan operationally, and evaluate it afterwards, as well as build our relationship, so now we are ready to work on whatever comes next," said Scott.

Protecting the Nation's Critical Infrastructure

For MOEM, the regular planning process and relationship building goes beyond local, regional, and state partners. According to the Federal Bureau of Investigation's (FBI) InfraGard website, "InfraGard's Sector Chief Program escalates communication across the organization by enlisting industry's top subject matter experts as liaisons to facilitate information sharing and communication between the FBI and local InfraGard Members Alliances. This added exchange fuels the ability of the FBI and government partners to address threats to the 16 recognized sectors of the nation's critical infrastructure."

Donald Gerkin Jr., Lieutenant in the Baltimore Police Department and part-time MOEM employee, shared in an email, on 6 October 2014, the benefits of being part of InfraGard's Sector Chief Program, "I am able to use the national reach and platform to bring training to the city, as well as to tap into the knowledge of subject matter experts in a variety of disciplines to help solve any issues we may have here." Information

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sharing between agencies is crucial, so MOEM has many methods, including InfraGard, to connect and communicate outside its jurisdiction.

The U.S. Department of Homeland Security (DHS), which has 97 protective security advisors (PSAs), also is critical for infrastructure protection. With at least one PSA in each state, most of these advisors work primarily with their state emergency operations centers and, to a lesser extent, with other city or county offices of emergency management. In the case of Baltimore, though, MOEM reaches out to DHS to leverage existing tools, assessments, training, and subject matter knowledge. The agency also wanted to build a relationship with DHS to provide two-way communication that is timely, accurate, and reliable.

In an interview with DomPrep on 14 October 2014, Raymond Hanna, PSA to Baltimore for almost 10 years, stated that, "Incidents start local and they end local. However, Baltimore is unique because they handle most of their own incidents." During a very heavy thunderstorm that occurred on 30 April 2014 in North Baltimore, for example, a retaining wall gave way as cars and debris slid onto the railroad tracks below. DHS was concerned because the blocked Amtrak train tracks were affecting regional travel up and down the Northeast Corridor and a critical east coast supply chain. By going straight to MOEM, Hanna was able to receive the most up-to-date information throughout the response efforts. "I would suggest both the major cities' OEM offices, as well as the PSAs themselves, reach out to each other because it's a mutually beneficial relationship," said Hanna.

Federal Support for City Events

PSAs are responsible for identifying and assessing critical infrastructure, interdependencies, and vulnerabilities to help raise awareness and lower risk. During the Star-Spangled Spectacular, there were many vulnerable city assets within the event's footprint: stadiums, convention center, aquarium, hotels, Federal Reserve Bank, World Trade Center, bridges, tunnels, and other landmarks. Through the Baltimore PSA (Hanna), MOEM was able to leverage DHS resources to assemble geospatial critical infrastructure map books and wall maps that identified and mapped all possible targets within the footprint. DHS printed copies that were accessible at each of the command posts during the event.

Equipped with the vulnerability and risk assessments, Hanna worked closely with MOEM to discuss the Star-Spangled Spectacular and other city events to ensure that they received the proper level of federal support. Maryland Governor Martin O'Malley then submitted the request to DHS for consideration of the event as a National Special Security Event (NSSE). Although the Star-Spangled Spectacular did not qualify for that designation, which would make the U.S. Secret Service the lead agency for event security, it did qualify for a Special Event Assessment Rating of 2, which justified DHS designating a federal coordinator for the event, which was the special agent in charge of the U.S. Secret Service's Baltimore Field Office.

During the Star-Spangled Spectacular, Hanna maintained a work station within the Baltimore City Area Command Post and reached out to the DHS National Infrastructure Coordinating Center (NICC) several times a day to be able to provide situational reports to DHS, and to learn about local, regional, and national issues and/or threats

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that potentially could affect the current event. Further, that information was passed to the incident commanders in Baltimore for required actions or response. However, regardless of the event rating, the relationship between MOEM and DHS is well-established and DHS's Hanna is available to assist MOEM with any Baltimore event – Preakness, Grand Prix, Baltimore Marathon, Fireworks on New Year's Eve, to name a few – when needed.

Federal Tools & Trainings

The Homeland Security Information Network (HSIN) is another tool that DHS provides for government agencies, private sector utility companies, and other stakeholders to share information. Using MEMA's established relationship with DHS, all area commands during the Star-Spangled Spectacular, for the first time, used all the different capabilities that HSIN offers as an information-sharing platform for hosting documents and reference guides, as well as for coordinating real-time communication through chat-room and teleconference functions. Each area command post, the unified area command, and the multiagency communication center logged into the event's situational awareness room, which included a chat feature, maps, traffic, weather, and closed-circuit television. Back-up systems were in place in case of a major technological failure. Although HSIN is not yet widely used throughout the city, it worked well and plans are in place to use the network again in the future.

On 17 December 2014, Baltimore will host the Army-Navy game at M&T Bank Stadium, home of the Baltimore Ravens. Hanna at DHS, the director of security from Maryland Stadium Authority, and the vice president of stadium operations for the Ravens wanted to conduct a tabletop exercise in Baltimore similar to one held in Philadelphia, where the Army-Navy game has been held the past two years. Because DHS recently had funded a similar exercise in Baltimore, it could not approve another one at that time. Hanna called MOEM, explained the situation, shared information about the tabletop exercise in Philadelphia, described what the Baltimore security directors would like to do with their personnel, and asked MOEM to take the lead. Connor Scott at MOEM immediately agreed and began planning the exercise.

The Army-Navy games are nationally significant because, in light of situations involving U.S. soldiers around the world, they involve: the U.S. Army and the U.S. Navy; close proximity to Washington, D.C., West Point, and the U.S. Naval Academy; and international television coverage. This event involves many moving parts that require exercises with nontraditional participants such as hotels and transportation. It is a true team effort for all stakeholders.

The upcoming exercise, scheduled for 3 November 2014, will focus on improving response, increasing coordination, and determining best practices and areas for improvement. MOEM is expanding the scope and ensuring that everybody involved in the decision-making process – not just the first responders and emergency personnel – for any type of emergency involving the Army-Navy game are involved in the exercise. The scenarios will involve the team leadership, the athletic association, and all other partners to walk through the entire decision-making process.

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DHS offers several free anti-terrorism awareness training opportunities for local and state agencies and private sector security partners in Maryland. The Camden Yards Sports Complex (Oriole Park and M&T Bank Stadium) has hosted many of these courses. One of the courses the stadium hosted was a three-day Hostile Surveillance Detection Course, which was important to the city because of the nearby and recent Columbia Mall shooting in January 2014, coupled with the upcoming Star-Spangled Spectacular in September and Army-Navy Game in December. Following the shooting, MOEM contacted DHS to request an active-shooter seminar and leverage the lessons learned from the commander for the Howard County SWAT team. Within three weeks, Hanna at DHS and Scott at MOEM were able to arrange a free ballroom at the Renaissance Hotel, breakfast for all attendees, the SWAT team commander from Howard County as a speaker, and MOEM as the sponsor. They had hoped to get at least 200 people for the even but, after only three days, they had such an overwhelming response they had to turn people away.

The first three hours of the seminar included a panel discussion with responders involved in the Columbia Mall shooting, as well as the incident commander (LTC Melissa Hyatt, Area 1 commander for the Baltimore Police Department) and lead coordinator (Brian Bovaird, lieutenant in the Baltimore City Fire Department assigned to MOEM) for the Star-Spangled Spectacular. A six-hour training course followed. In the 14 October 2014 interview, Hanna expressed his appreciation for MOEM's ongoing assistance to DHS as well, "I am one person, and I need a force multiplier. When I need something from the city – for example, a tabletop exercise – MOEM answers the call."

Reaching Across Borders

With strong city leadership and domestic partnerships, Baltimore's MOEM also is able to extend its assistance beyond U.S. borders. Chi-poe Hsia, director of planning at MOEM, volunteered to deploy to the Philippines to assist with relief efforts following Typhoon Haiyan in November 2013. The trip was sponsored by the MOEM and offered

The "Star-Spangled Banner" played at Fort McHenry before the Blue Angels' aerial performance.

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Hsia a firsthand experience in the aftermath of such a devastating disaster. His biggest takeaway was flexibility.

Most of his team, which were chosen for various specialties, did not know each other. Upon arrival, the team realized that the situation was a little different than had been advertised. Hsia described his experience in an interview on 6 October 2014, "We just had to adapt to the situation. It was an inspiring experience to see that level of devastation and the response that was needed, and talk to the people who had been through it." Because the political environment is different than the United States, not every lesson can be applied in Baltimore but, at the same time, a large storm in a certain direction could cause the same type of damage.

Emergency management of a large urban area is an ongoing challenge, a monumental task that MOEM takes very seriously. Building strong partnerships, with everyone from individual citizens to federal agencies, is the key to MOEM's success, but the personnel acknowledge that there are always areas for improvement and no room for complacency. Deputy Mayor Robert Maloney, in an interview on 22 September 2014, commented on the future of emergency management, "I often wonder if, after there is no more homeland security threat and the amount of emergencies goes down – because things tend to be cyclical – emergency management will be the easy budget cut. Hopefully, it won't if the agency is performing and continues to demonstrate value."

MOEM's vision for a prepared Baltimore is to have resilient citizens, businesses, and communities, as well as integrated, efficient, and rapid response and recovery. Responsible for citywide, interagency preparedness, MOEM: implements programs that prepare the city for major emergencies; ensures that the city's emergency plans integrate the procedures and resources of agencies and organizations; and serves as the link between the city and its regional, state, federal, nonprofit, and private sector partners for emergency planning and operations.

With only 13 full-time personnel, and 20 part-time and fill-in shifts for 24/7 response and special events, MOEM leverages larger community groups to serve as liaisons to disseminate information to all community members. By collaborating with local, regional, state, and federal partners and managing all responses and events with an effective and consistent use of the Incident Command System, Baltimore's MOEM builds capacity and maximizes resources. The men and women who serve at MOEM understand the true meaning of community preparedness, which was summed up by Maloney, "We call ourselves 'Team Baltimore,' but it's not just MOEM and the other public safety agencies. It's everyone working together."

For additional information on any of the citywide efforts and initiatives mentioned in this report, please contact Connor Scott at Connor.Scott@baltimorecity.gov

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Catherine Feinman joined Team DomPrep in January 2010. As the editor, she works with writers and other contributors to build and create new content. With more than 25 years experience in publishing, she previously served as journal production manager for Bellwether Publishing Ltd. She also volunteers as an emergency medical technician, firefighter, secretary of the Citizen Corps Council of Anne Arundel County and City of Annapolis, and a Community Emergency Response Team (CERT) trainer.

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