Maryland Emergency Preparedness Program Strategic Plan

September 2013

A CENTER FOR PREPAREDNESS EXCELLENCE

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Signature Page

Governor O'Malley and Executive Director Mallette are committed to Maryland's priority of emergency preparedness. The Maryland Emergency Preparedness Program is an integral part of this ongoing commitment.

The Honorable Martin O'Malley
Governor
State of Maryland

Kenneth Mallette
Executive Director
Maryland Emergency Management Agency

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Letter of Transmittal

September 1, 2013

The Honorable Martin O'Malley
Governor
State of Maryland
100 State Circle
Annapolis, Maryland 21401

Dear Governor O'Malley:

I am pleased to provide the Maryland Emergency Preparedness Program (MEPP) Strategic Plan. This Plan is the State of Maryland's strategy for emergency preparedness and is intended to provide the State with consistent emergency planning policy information. This Strategic Plan includes an overview of the State's emergency preparedness structure, as well as the roles and responsibilities that primary and supporting State agencies must engage in to further the State's preparedness efforts.

Your support has been and continues to be critical to paving the way for the MEPP, and ensuring Maryland's plans are developed, executed, reviewed, and updated, which will improve the State's Prevention/Protection, Response, Recovery, and Mitigation capabilities.

The Maryland Emergency Management Agency is committed to leading the State and nation in preparedness excellence, helping to make Maryland more resilient, and assisting you in protecting and preserving the health and well-being of Marylanders.

Sincerely,

Kenneth Mallette
Executive Director
Maryland Emergency Management Agency
5401 Rue Saint Lo Drive
Reisterstown, Maryland 21136

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I. Introduction

The State of Maryland is susceptible to a wide range of threats and hazards, including both human-caused and naturally-occurring disasters, catastrophic acts of violence and terrorism, and the isolated or systematic failure of critical infrastructure systems. The ability of Maryland to address the risks associated with these potential events is directly tied to the preparedness of all of Maryland's communities, levels of government, private and nonprofit organizations, and individual residents and visitors. The Maryland Emergency Preparedness Program (MEPP) is the State's innovative approach to comprehensive, statewide preparedness. The MEPP replaces the Comprehensive Emergency Management Program (CEMP) as the State's overarching construct for emergency preparedness and operations.

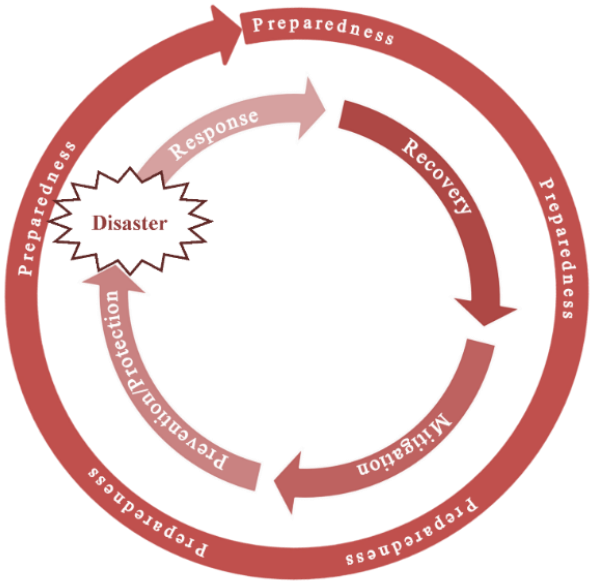
The goal of the MEPP is to institutionalize the coordination of emergency preparedness activities via an all-hazards approach to the delivery of specific capabilities, categorized by four (4) mission areas (Prevention/Protection, Response, Recovery, and Mitigation). Emergency operations within each mission area are guided by a separate, state-level interagency operations plan that identifies how state-level partners deliver the mission area's capability set.

The concepts of capabilities and mission areas are used throughout this document. The organizations and plans developed through the MEPP are arranged according to mission areas, which align with the phases of an emergency. Capabilities are distinct yet highly interdependent elements, and their delivery is necessary for successful operations; they provide the means to accomplish missions, functions, or objectives through the execution of related tasks. Each mission area includes relevant capabilities that must be considered in planning and plan execution.

Preparedness as a Perpetual Activity

There has been a paradigm shift in emergency management away from preparedness as a pre-disaster-only concept to preparedness as an ongoing and cyclical process, present in all phases of an emergency.

Figure 1: Emergency Management Cycle



As part of the MEPP, Maryland applies an eight (8) step process - the Maryland Preparedness System - to continuously improve the State's ability to manage risk by building and sustaining capabilities.

Managing Risk through Preparedness

Preparedness is one tool the State uses to manage risk. Maryland is susceptible to a wide range of threats[1] and hazards,[2] which may result in incidents[3] and disasters.[4] Risk is a combination of the estimated vulnerability of a community to threats and hazards, the impact that a threat or hazard would have on people, services, facilities, and structures in the community, and the likelihood of

[1] A "threat" is any indication of potential injury to individuals and/or damage to property.
[2] A "hazard" is a source of potential injury to individuals and/or damage to property.
[3] An "incident" is an emergency resulting from the impact of a hazard on individuals and/or property.
[4] A "disaster" is a persistent emergency resulting from the inability to resolve an incident.

a threat or hazard resulting in an emergency[5] condition that causes injury or damage. Maryland's ability to address the risks associated with these potential threats and hazards is directly tied to the preparedness of all Maryland communities. Each of the four mission areas addresses a different characterization of risk, as depicted in the figure below.

Figure 2: Characterization of Risk

Condition	Threat	Hazard	Incident	Disaster
Mission Area	*Prevention/ Protection*	*Mitigation*	*Response*	*Recovery*

Homeland Security in Maryland

In Maryland, "homeland security" is not a specific agency, but instead is the combined mission of all Maryland communities to coordinate emergency preparedness and operations activities across the four mission areas. The MEPP serves as a guide in the execution of this mission.

The Governor's Office of Homeland Security (GOHS) oversees Maryland's Strategic Goals and Objectives for Homeland Security (Core Goals), which establish the priority policy and programmatic areas for homeland security within the State of Maryland. The Core Goals are an interagency, intergovernmental, and multi-disciplinary listing of the priority areas for Maryland's homeland security. The Core Goals focus on common-sense ways to improve and maintain security, with a focus on "daily use" projects and programs. The Core Goals enable Maryland to coordinate its progress towards achieving the specific objectives that the State is committed to pursuing.

The MEPP supports the Core Goals by providing a methodology for measuring the State's progress towards building, maintaining, executing, and improving in all the mission areas of homeland

[5] An "emergency" is an adverse condition resulting from an actual threat and/or hazard that requires immediate action.

security. It contributes to the StateStat process by providing a consistent and replicable format for measuring the State's preparedness.

Stakeholder Engagement

Preparedness is the responsibility of the federal, state, and local governments; emergency managers and first responders; individuals, communities, and community leaders; and the private and nonprofit sectors, including nongovernmental organizations (NGOs) and faith-based organizations. Maryland engages in these partnerships with stakeholders to determine the best ways to organize and strengthen assets, capacities, and interests in order to strengthen the community's resilience.

Guiding Doctrine and Principles

The MEPP, as described in this strategic plan, is fully compliant with all State and federal legal authorities, regulations, standards, and accepted best practices. The primary guiding doctrine used to develop the MEPP includes the National Incident Management System (NIMS) and Presidential Policy Directive (PPD)-8: National Preparedness. The MEPP provides Maryland with a method for fully implementing PPD-8 while ensuring NIMS compliance. The MEPP and all associated documents are developed to address the unique preparedness challenges of the State of Maryland.

II. Maryland's Emergency Preparedness Strategy

Preparedness Strategy

The strategy is to coordinate emergency preparedness and operations activities throughout the State of Maryland by building and sustaining capabilities across four mission areas: Prevention/Protection, Response, Recovery, and Mitigation.

Strategic Objectives

- Identify and define specific capabilities within each mission area;
- Assign lead and supporting responsibilities for each capability to specific State agencies;
- Ensure the organization for emergency preparedness mirrors the organization for emergency operations;
- Institutionalize interagency and intergovernmental emergency preparedness and operations communication and coordination;
- Integrate state- and local-level preparedness data into a statewide database to assess and report preparedness using quantitative metrics; and
- Achieve and exceed Maryland's Strategic Goals and Objectives for Homeland Security.

III. The Mission Areas and Capabilities Concepts

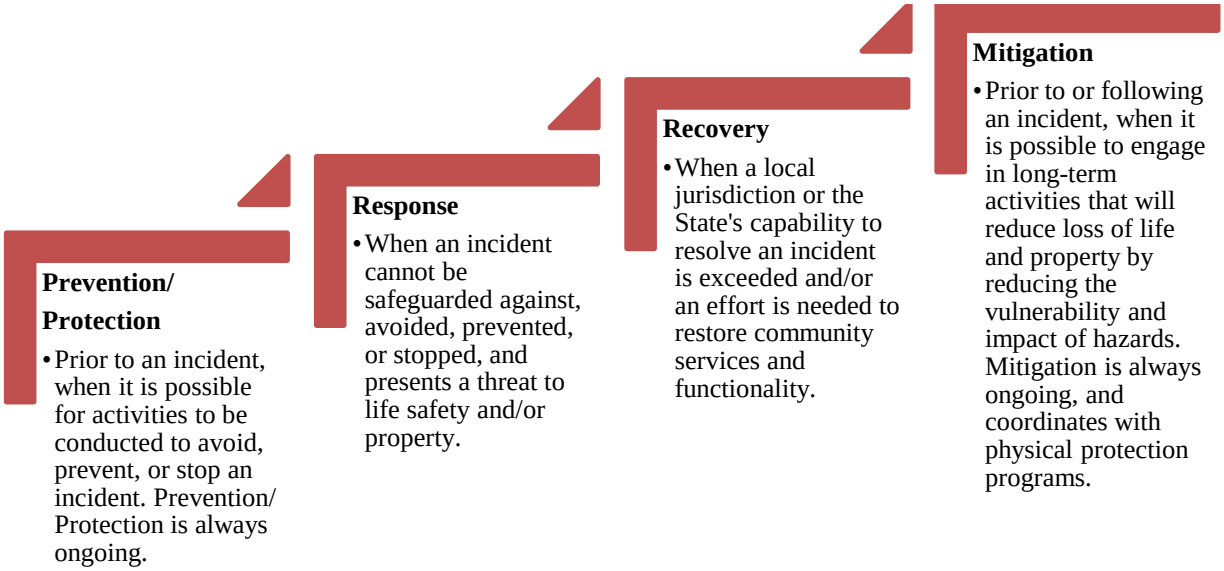
Mission Areas

In Maryland, the delivery of capabilities is broken down into four mission areas: Prevention/Protection, Response, Recovery, and Mitigation. The Maryland Emergency Management Agency (MEMA) and the Maryland State Police (MSP) share responsibility for leading these mission areas, and other State agencies have responsibilities for delivering the capabilities related to each mission area.

- *Prevention/Protection* is focused on actions to protect citizens, residents, visitors, and critical assets, systems, and networks against malicious intent, and prevent credible or actual acts of terrorism and organized crime. Led by MSP.
- *Response* is focused on ensuring that the State is able to effectively respond to any threat or hazard, including those with cascading effects, in order to save and sustain lives, protect property and the environment, stabilize the incident, rapidly meet basic human needs, and restore essential community services and functionality. Led by MEMA.
- *Recovery* is focused on the restoration, strengthening, and revitalization of infrastructure and housing; Maryland's economy; government, nonprofit, and business operations; and the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic disaster. Led by MEMA.
- *Mitigation* is focused on reducing the vulnerabilities, consequences, impacts, duration, and the financial and human costs of a hazard. Led by MEMA.

Each mission area represents an operational phase that exists along a continuum, and emergency situations trigger the transition from one mission area to the next, thus revealing the interdependency of the four mission areas. The following figure depicts the triggers from one mission area to the next, however all mission areas are interrelated.

Figure 3: Triggers from One Mission Area to the Next



Capabilities

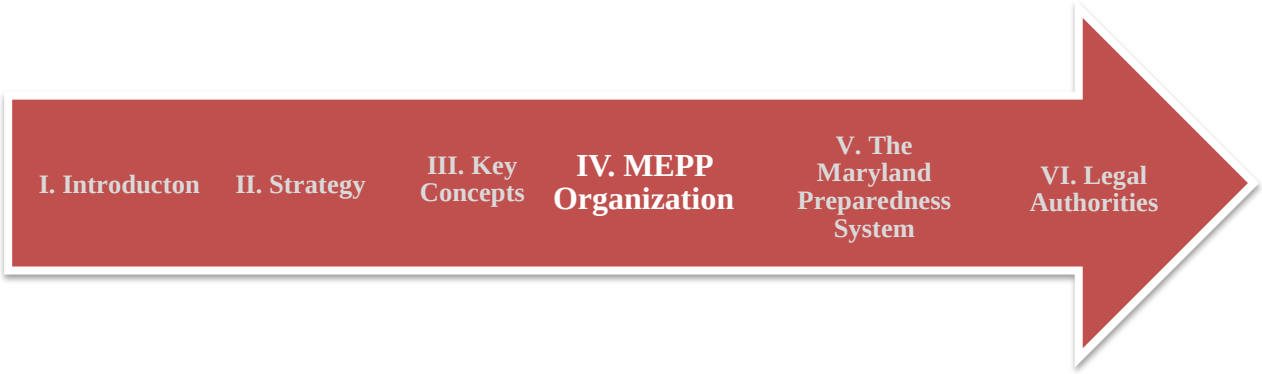
Capabilities are the means to accomplish a mission, function, or objective by executing related tasks in order to reach specific levels of performance. The delivery of capabilities, which are necessary for successful operations, is associated with the activities of at least one mission area, and each mission area includes relevant capabilities that must be considered during planning and plan execution.

Capability Elements:

Planning
Organization
Equipment
Training
Exercises

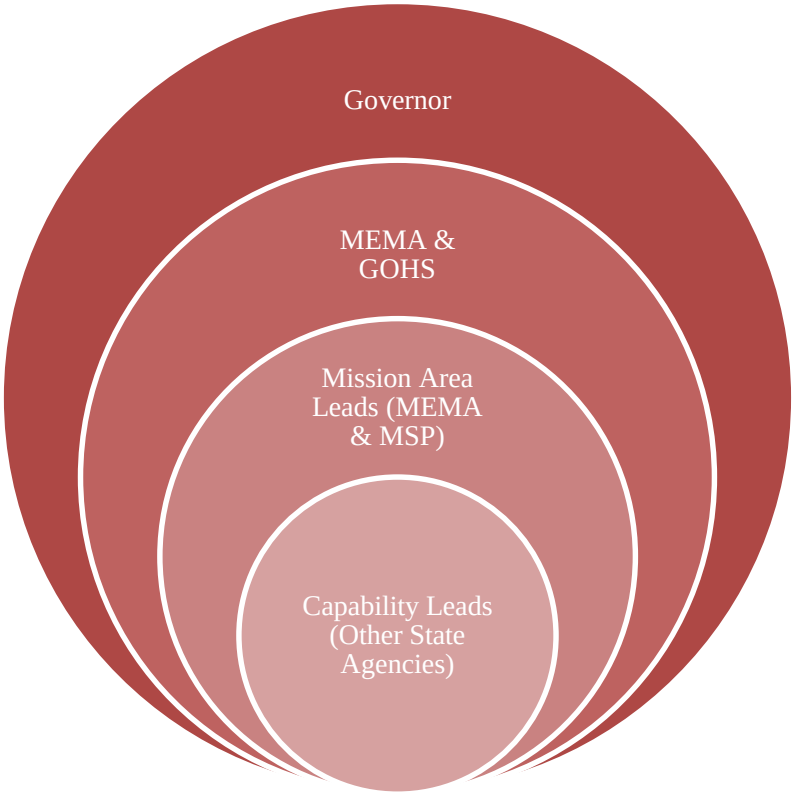
A capability is defined, developed, enhanced, sustained, and measured through the implementation of the Maryland Preparedness System's eight steps. A capability is comprised of: plans written, the organization needed to implement plans, relevant equipment, and the training and exercises requirements of personnel responsible for delivering the capability.

IV. Organization of the Maryland Emergency Preparedness Program



The Maryland Emergency Management Agency has primary responsibility for implementation and administration of the MEPP. MEMA and MSP have shared responsibility for leading the MEPP mission areas and coordinating mission area implementation of the eight steps of the Maryland Preparedness System, as discussed in Section V. Other State agencies have specific roles and responsibilities, defined by each capability. The following diagram depicts the organizational structure of the MEPP.

Figure 4: Maryland Emergency Preparedness Program Organization



Governor's Office of Homeland Security (GOHS)

GOHS is responsible for setting the strategic direction for Maryland's homeland security by establishing Maryland's Strategic Goals and Objectives for Homeland Security. Additionally, GOHS has policy authority over emergency preparedness and operations.

Maryland Emergency Management Agency (MEMA)

MEMA is responsible for the administration, organization, facilitation, and implementation of the MEPP. MEMA, working closely with the mission area and capability leads, manages the preparedness database; ensures that equipment purchases, trainings, and exercises are tracked appropriately; confirms that needed coordination and appropriate tracking occurs for improvements that span multiple mission areas; and provides technical assistance on the implementation of the MEPP to State agencies and local jurisdictions. Any needed regional or federal coordination related to the MEPP will be coordinated through MEMA. MEMA is also responsible for the completion of the State Preparedness Report (SPR).

Mission Area Lead Agencies

In order to provide the needed coordination of and oversight of the MEPP across the mission areas, each of the four mission areas has been assigned a lead agency. The mission area lead is responsible for coordinating the mission area's respective capability lead agencies in the implementation of the Maryland Preparedness System, and ensuring coordination across capabilities occurs.

The Maryland Emergency Management Agency is responsible for the Response, Recovery, and Mitigation mission areas, and the Maryland State Police is responsible for the Prevention/Protection mission area.

Mission Area Leadership Groups

Each mission area lead coordinates mission area activities by establishing a leadership group comprised of key stakeholders. Each of the four mission area leadership groups are state-level coordinating bodies made up of senior-level agency representatives responsible for addressing

operational challenges in a preparedness context. It is the responsibility of the mission area lead to develop, organize, and facilitate meetings of their respective leadership groups.

The responsibilities of the mission area leadership groups include:

- Overseeing the capability leads' implementation of the Maryland Preparedness System;
- Reviewing and overseeing mission area plans, organization, and equipment;
- Coordinating relevant trainings and exercises with MEMA;
- Maintaining necessary agency-level preparedness activities;
- Coordinating all agency-level preparedness activities with the mission area lead; and
- Coordinating preparedness activities with relevant local, state, federal, private sector, and nonprofit counterparts.

Table 1: Mission Area Leadership Groups

Mission Area	Leadership Group
Prevention/Protection	Crisis Management Committee (CMC)
Response	Emergency Support Functions Leadership Group (ESFLG)
Recovery	Recovery Support Functions Leadership Group (RSFLG)
Mitigation	Mitigation Advisory Committee (MAC)

Capability Lead Agencies

Each capability will have at least one lead State-level organization assigned to it. The lead agency will be responsible for ensuring that the Maryland Preparedness System steps are followed for its assigned capability, and that supporting agencies contribute to the capability's enhancement.

Maryland-Based Military Support of Civil Authorities

The Maryland Army National Guard, Maryland Air National Guard, and Maryland Defense Force play an integral role in Maryland's emergency preparedness by supporting capabilities across all of the mission areas. The MEPP is intended to supplement existing defense readiness programs by complementing National Guard Support to Civil Authorities with State-specific preparedness

guidance for State Active Duty status operations. This authority directs military support "for domestic emergencies and for designated law enforcement and other activities."[6]

Grant Programs

While not a formal organizational component of the MEPP, federal grants are an integral element of the Maryland Emergency Preparedness Program. Direct and indirect funding supports planning, organizational enhancements, and the acquisition of supplies, equipment, and personnel to increase the State's preparedness. These funds play a prominent role in the preparedness and delivery of the capabilities because they are awarded specifically to the State for operational enhancement.

Explosive Detection Canine

While homeland security funding may underwrite the purchase of an explosive detection dog and the supporting response vehicle, the higher costs of salary for the dog handler must be paid out of general funds.

Federal grants are intended to support, not supplant, state and local funding for public safety programs. Accordingly, federal funds, as a proportion of jurisdictional operations and programs, represent a small percentage of total program support. The State, and local jurisdictions within Maryland, must leverage grant funding through federal agencies, such as the Department of Transportation and the Department of Justice, in addition to the traditional Federal Emergency Management Agency (FEMA) and Department of Homeland Security (DHS) programs. DHS guidance specifically notes that homeland security grant funds are intended to provide a mechanism for improving identified weaknesses, enhancing new or existing capabilities, and promoting cooperation between governmental entities at all levels, as well as with the larger private and nonprofit sectors.

State/Local Preparedness Coordination

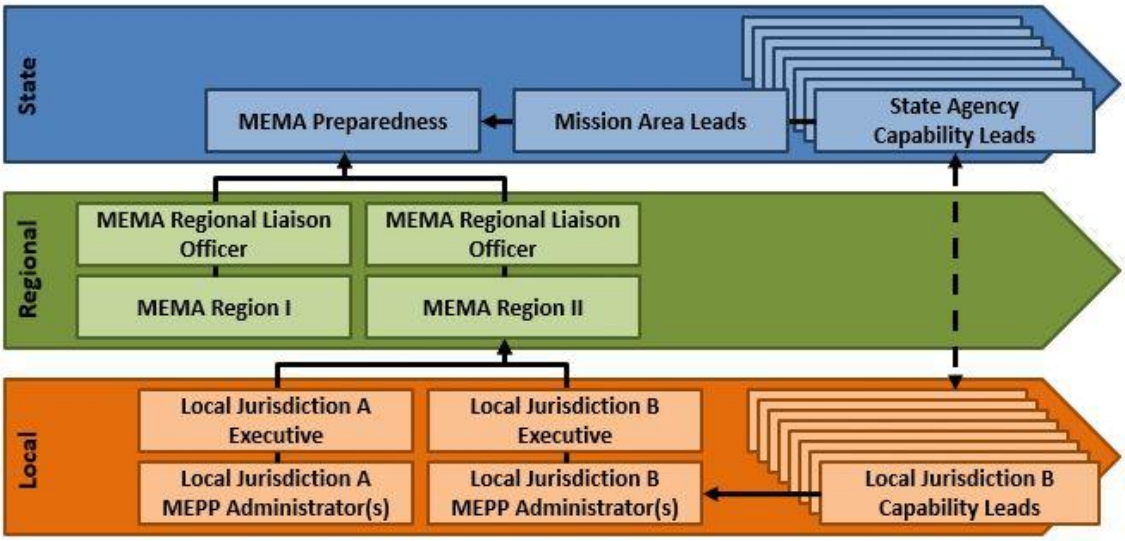
The Maryland Emergency Preparedness Program also applies to Maryland's local jurisdictions, although it acknowledges the need for greater flexibility for the organization and identification of

[6] U.S. Department of Defense, Strategy for Homeland Defense and Civil Support, June 2005, 5, http://www.defense link.mil/news/Jun2005/d20050630homeland.pdf.

capabilities, as well as the need for regional preparedness collaboration. Local jurisdictions that use the principles of the MEPP should select at least one MEPP Administrator to manage the MEPP at the local level, who would be responsible for tracking capability preparedness for their respective jurisdiction and ensuring that changes in readiness are accurately reported.

The below figure represents the coordination that occurs at the State, regional, and local levels.

Figure 5: State/Local Preparedness Coordination



V. Maryland Preparedness System

The Maryland Preparedness System is the methodology by which capabilities are developed, sustained, executed, and enhanced. The following diagram depicts the eight-step cycle that the State undertakes for each capability to enable current and future preparedness.

Figure 6: Maryland Preparedness System Cycle

Step I: Identify Threats/Hazards and Assess Risk

In order to determine the areas of Maryland that are most vulnerable to various threats and hazards, the likelihood of an emergency occurring as a result, and the consequences associated with a potential or actual emergency, the State completes a Hazard Identification and Risk Assessment (HIRA) every three (3) years and a Threat and Hazard Identification and Risk Assessment (THIRA) annually. Additionally, the State's local jurisdictions (23 counties and the cities of Baltimore, Annapolis, and Ocean City) each complete a HIRA every five (5) years, which is provided to MEMA for review and input. Both the THIRA and the HIRA will be explained in greater detail below.

Risk Formula (R)

R= [Threat/Hazard(probability)]*[Vulnerability]*[Consequence]

As described above, for the purposes of this document, "risk" is defined as a function of the probability of a particular threat or hazard occurring, our vulnerability to the threat or hazard, and the consequences to Maryland communities if the threat or hazard makes an impact. The State of Maryland utilizes a collaborative approach to identify threats and hazards, and the State's risk is assessed by soliciting input from Maryland's key stakeholders in the THIRA and HIRA development process.

HIRA and THIRA

The **HIRA** is a quantitative analytical report that supports the ***State Hazard Mitigation Grant Program*** by assessing and ranking the State's risk to all hazards.

The **THIRA** is a qualitative analytical report that supports the ***Homeland Security Grant Program*** by assessing the impacts and outcomes of the State's top hazards to identify desired performance thresholds for each capability.

The following are some of the tools that are used to assess the risk that specific hazards pose to the State of Maryland:

- Review of historical data on disasters that have occurred in Maryland over the past fifty years;
- Maryland HIRAs/THIRAs from previous years;

- Hazard Modeling Programs, which are used to predict the likelihood of disasters, the path of moving disasters (e.g., hurricanes), and the potential areas that will incur damage during a disaster;
- Past and projected trends in public and private insurance markets, including the National Flood Insurance Program (NFIP);
- Academic journal articles that demonstrate best practices, as well as world-wide lessons learned during past incidents and the subsequent response;
- Collaboration with various agencies that are the known "experts" on different hazards and capabilities (e.g., The Department of Health and Mental Hygiene for public health and medical services-related capabilities), as well as collaboration with the emergency managers for the local jurisdictions;
- After action reports (AARs) from previous emergency operations and exercises; and
- Online Data Sources (e.g., data from the U.S. Geological Survey, National Oceanic and Atmospheric Administration, DHS, and FEMA flood data).

Hazard Identification and Risk Assessment (HIRA)

The HIRA is a standard report associated with state and local hazard mitigation planning that focuses on identifying hazards that may impact the State of Maryland.[7] An algorithm is used for each identified hazard in order to develop a risk score. In order to characterize risk, the State analyzes several factors, including, but not limited to, population demographics and characteristics, business and industry information, agriculture and forestry information, and the locations of critical infrastructure and State facilities.

Hazard Ranking Algorithm

Population Vulnerability (weight 0.5)
Population Density (weight 0.5)
Annualized Events (weight 1)
Deaths & Injuries (weight 1)
Annualized Property Damage (weight 1)
Annualized Crop Damage (weight 1)

Hazard Ranking (HR)
HR = (0.5*(PV + PN)) + EV + I + D + PD + CD

[7] FEMA, State Multi-Hazard Mitigation Guidance Under the Disaster Mitigation Act of 2000 (Jan. 2008), *available at* http://www.fema.gov/library/viewRecord.do?id=3115.

Hazards are ranked comparatively on a county basis using the results from the algorithm, when the data available allows. For hazards where the data is insufficient to allow for comparative rankings, subject matter experts help to determine the hazard rank. Hazard rankings are used to place each hazard in one of three classifying categories (low, medium, or high) based on the probability of the hazard occurring and the potential damage to the State if the hazard occurs.

Threat and Hazard Identification and Risk Assessment (THIRA)

The purpose of the THIRA is to define the capabilities the State needs to conduct emergency operations within each mission area. Capabilities are defined and revised through a process, completed annually, within each mission area leadership group, and in coordination with MEMA and GOHS. The hazard rankings developed in the HIRA are used to develop scenarios that would stress the State's ability to execute capabilities.[8] The threats that the State could face (e.g., terrorism and organized criminal activity) are then evaluated to determine the threats that would apply the greatest level of stress to the State, thus requiring specific capabilities to be established. The combined threats and hazards list is refined to reduce the total number to those of greatest concern based on probability and consequence. Scenarios are then selected based on the likelihood of occurrence, the potential effects on the State, and the capabilities that would be stressed by the event. Context is added to each scenario in order to better articulate what effect the hazard or threat would have on the relevant capabilities, if that threat or hazard were to occur.

For each scenario, worst-case impacts are developed for the capabilities that are expected to be needed to manage risk. Next, for each capability, outcomes representing the desired action the State would take to address the impact are developed. These scenarios, impact tables, and outcome tables represent the risk to the State from specific threats and hazards. The figure below provides an example of a sample THIRA Impact/Outcome Table.

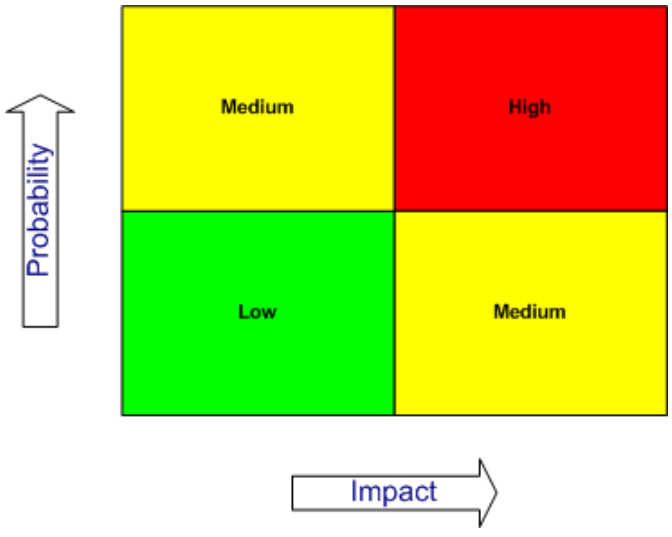
[8] FEMA, Comprehensive Preparedness Guide (CPG) 201: Threat and Hazard Identification and Risk Assessment Guide 1 ed. (Apr. 2012), *available at* http://www.fema.gov/library/viewRecord.do?id=5823.

Figure 7: Sample THIRA Impact/Outcome Table

	Category 3 Hurricane		IED	
	Impact	Outcome	Impact	Outcome
Public Information and Warning	~7,000 residents and 300,000 transient population in Ocean City and 40,000 residents in tidal inundation areas throughout the Bay area need to be warned.	Provide information in a timely manner, consistent with the threat or hazard, to enable people to take appropriate protective measures.	Reverse 911 from Baltimore Police Department to surrounding community. Use social media to warn community.	Provide information in a timely manner, consistent with the threat or hazard, to enable people to take appropriate protective measures.
Fatality Management Services	25 fatalities	As soon as safety permits conduct operations to recover fatalities.	200 fatalities. Family Assistance Center required for families of the dead, wounded and missing.	As soon as safety permits conduct operations to recover fatalities.
Critical Transportation	Bay Bridge closure, clogged roads due to evacuating over 200,000 individuals, debris blocked roads	Evacuate impacted population at least 12 hours before landfall and ensure access of emergency services into the affected communities.	All major highways (tunnels), commuter and freight rail in and out of Baltimore City affected.	Evacuate impacted population and ensure access of emergency services into the affected communities.

The THIRA and the HIRA provide an integrated picture of the risks facing Maryland's communities. This picture covers the range of threats and hazards, from those that communities face daily (high probability/low impact) to those lower frequency events that would stress the capabilities of local governments and the State as a whole, requiring federal aid (low probability/high impact).

Figure 8: Probability/Impact Analysis



Step II: Set Capability Target and Estimate Capability Needs

Setting Capability Targets

Once the scenarios, impact tables, and outcome tables are developed, the highest probability, highest impact scenario is used for each capability to determine the capability target that Maryland seeks to meet. By combining the greatest effects from hazards (impacts), with the steps that the State will need to engage in to respond (outcomes), the target the State must reach for each capability is determined. Since the capability targets may be developed using the worst-case or most-plausible scenario, the capability target should be sufficient to meet the capability need for all scenarios.

Capability targets set by the State serve as a minimum goal for local jurisdictions to strive for; jurisdictions can certainly choose to set a more ambitious capability target than the state-set minimum. Capability targets are set using percentage-based metrics, which provide a scalable goal that is applicable to all jurisdictions, regardless of size.

Example: Mass Care Services

A hurricane scenario shows that a given percentage ("n%") of the population would require a public shelter (this is the impact). In order to accommodate these individuals, Maryland must deliver resources to meet the needs of disaster survivors and displaced populations, including individuals with access and functional needs, pets, and others who may be considered at-risk, until all needs have been met or until the operation transitions to recovery (this is the outcome).

This would result in a target capability statement of:

Provide temporary shelter for n% of the impacted population, including accommodations for people with access and functional needs and pets.

Estimate Capability Needs

Through the capability estimation process, Maryland measures existing resource levels across the State, including the resources that are available in the private and nonprofit sectors, and from faith-based organizations, as well as the resources that can be borrowed through mutual aid/mutual assistance. Comparing the existing and accessible resource lists to each capability target allows the State to identify capability gaps. Maryland uses a three-step process to estimate capability needs:

1. Determine what resources are needed to meet each capability target. For each capability, a list of required resources (including staff, equipment, plans, etc.) is compiled by MEMA and vetted through the capability lead agencies to ensure accuracy;
2. Examine the current resource levels for the State, which involves inventorying the State agencies' and local jurisdictions' resources using the resource requirements list generated in Step 1 (above); and
3. Compare the necessary resource equipment list with the existing resources list to determine sufficiency, surpluses, and shortfalls for each capability to determine the capability shortfalls and gaps.

Step III: Plan, Organize, and Equip to Deliver the Capability

Planning

Planning lays the foundation for preparedness by establishing a process to achieve the desired end state of successful capability delivery. Plans detail the collaboration needed and means to achieve goals and objectives.

Planning Hierarchy

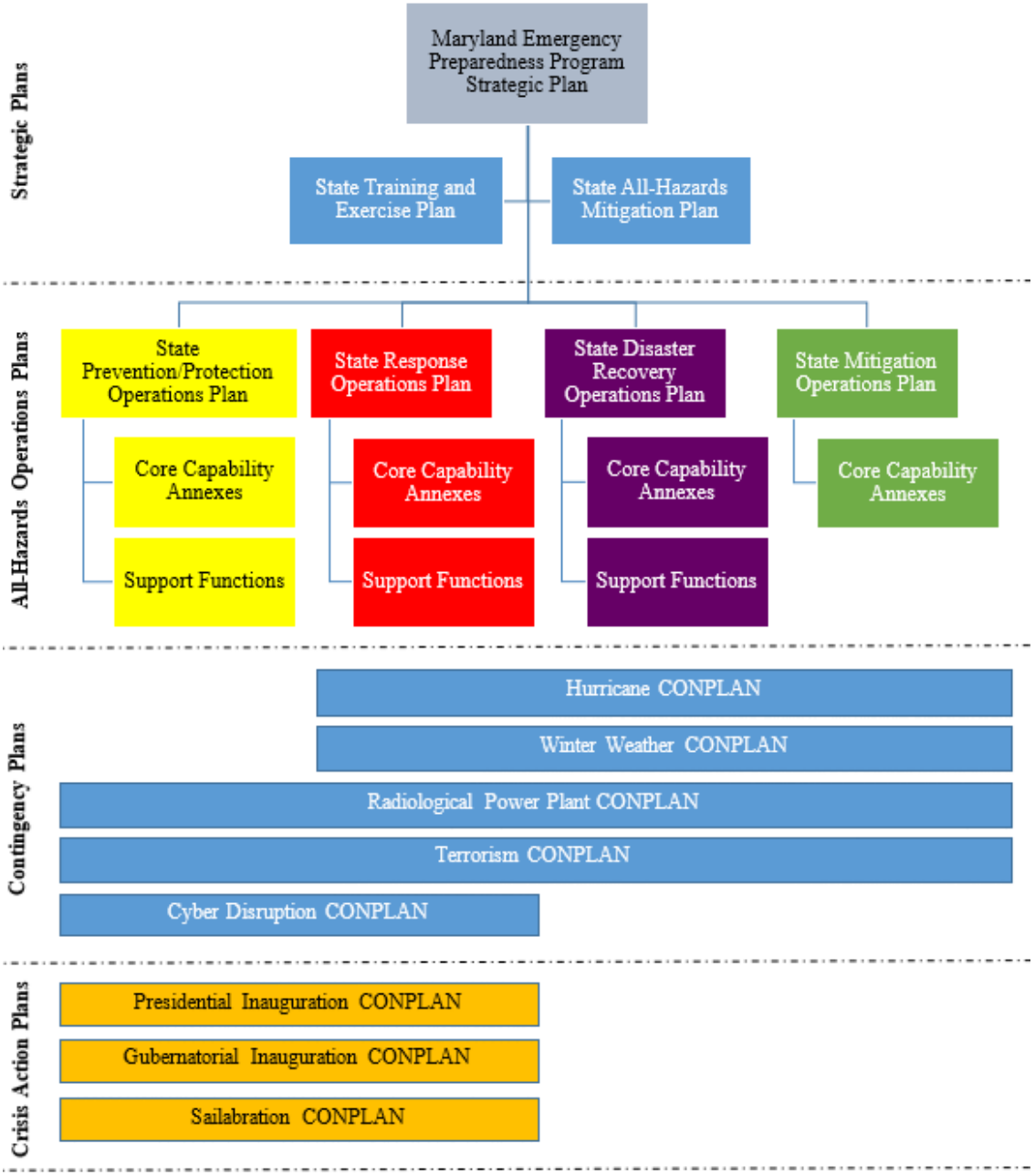
The MEPP planning hierarchy contains the following five plan levels:

Figure 9: MEPP Planning Levels

It is easiest to understand how the plans that comprise the MEPP are organized and correlate by viewing them in a hierarchal chart. The MEPP Planning Hierarchy Chart, represented in the figure

below, was developed to provide an at-a-glance perspective of the entire set of Maryland planning documents, and is organized according to the function served by each plan. Note that the Agency-level Plans are not included in the chart.

Figure 10: MEPP Planning Hierarchy



Strategic Plans identify risk reduction and preparedness policy goals and objectives to enhance planning activities, direct organizational changes, prioritize the allocation of resources (including the expenditure of general and grant funds), and/or establish a training and exercise program. *This document is an example of a Strategic Plan.*

All-Hazards Operations Plans (OPSPLANs) are deliberate plans[9] that identify and explain the mission area's standard all-hazards concept of coordination and concept of operations for executing the mission area's specific capabilities, under most circumstances. These plans include functional groupings of relevant stakeholders around common organizational authorities and resources. The four OPSPLANs are:

- State Prevention/Protection OPSPLAN
- State Mitigation OPSPLAN
- State Response OPSPLAN
- State Disaster Recovery OPSPLAN

Additionally, each OPSPLAN is accompanied by Capability Annexes, which focus on the relevant capabilities for each mission area. The Capability Annexes are designed to provide decision makers with a "menu of options" to address the operational requirements to manage a threat, incident, or disaster by identifying the specific mission objectives, resources, and information requirements that the State may implement to deliver a capability.

There are also Support Functions associated the OPSPLANs. Support Function Standard Operating Guides provide detail how state-level response partners work together to execute the various objectives for which they may be called upon.

Contingency Plans are deliberate scenario-specific interagency/intergovernmental concept plans (CONPLANs) that support the general mission-area concept of coordination and concept of operations of one or more OPSPLANs. Contingency plans are developed in anticipation of a future

[9] Deliberate plans are developed during non-emergency conditions in anticipation of a future situation.

specific threat, hazard, incident, or disaster that requires additional coordination beyond the guidance provided in the OPSPLANs. They contain execution objectives to guide the delivery of one or more capabilities, with the concept of operations organized by mission area. A sample CONPLAN outline can be found in Appendix C: Sample CONPLAN Outline. The following contingency plans are projected for development:

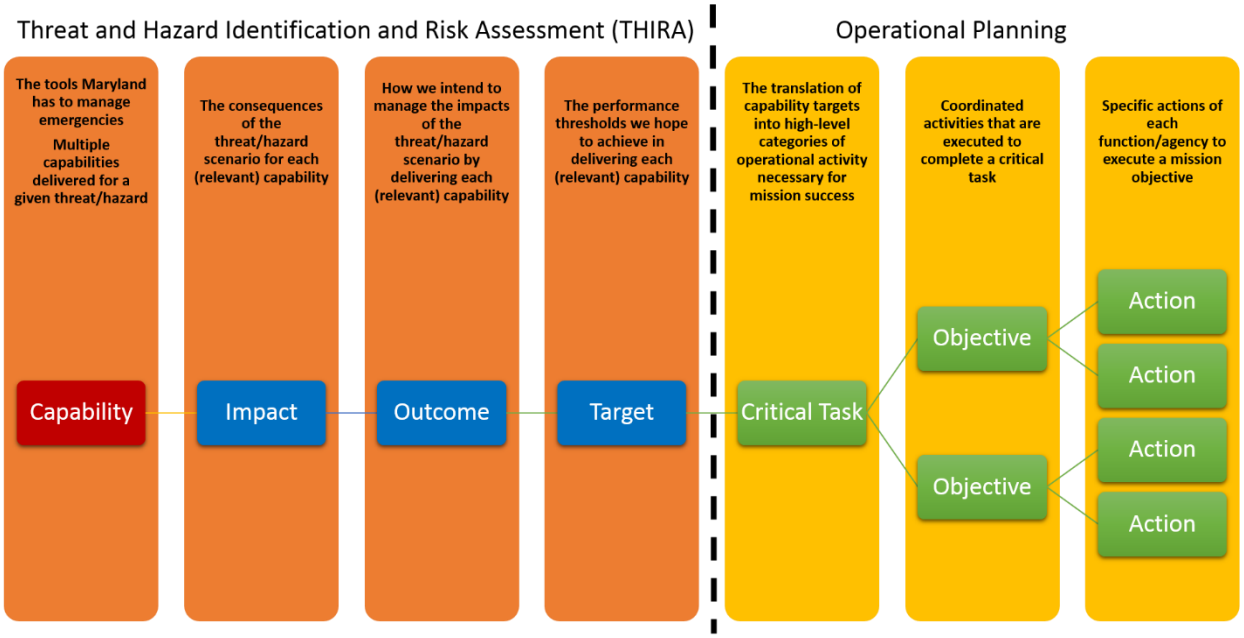
- Hurricane CONPLAN
- Winter Weather CONPLAN
- Radiological Power Plan CONPLAN
- Terrorism CONPLAN
- Cyber Disruption CONPLAN

Crisis Action Plans are scenario-specific operational plans that are developed over a shorter time frame in reaction to an actual threat, hazard, incident, or disaster. Crisis action plans are adaptive, meaning they are flexible to address changing emergency conditions. Crisis action plans also have a defined time period that expires at the conclusion of the scope of the plan. Similar to contingency plans, crisis action plans contain execution objectives to guide the delivery of one or more capabilities across mission areas. Crisis action plans may be developed in the form of Incident Action Plans, Emergency Operations Center Support Plans, or interagency/intergovernmental CONPLANs for special events, such as:

- The Presidential Inauguration
- The Gubernatorial Inauguration
- The Star-Spangled Sailabration

Operational plan development (OPSPLANs, Contingency Plans, Crisis Action Plans) leverages the THIRA process explained in Step I. Using the THIRA process, a potential or actual emergency is assessed in terms of the impact on each of the capabilities. Capability impacts serve as a guide to define a desired operational outcome, and set the parameters for objectives and resource needs to address the emergency. The Capability Annexes for each OPSPLAN are the building blocks for CONPLAN development.

Figure 11: THIRA-Planning Workflow



Agency-level Plans support higher-level plans by describing the specific tactical processes for an entity with roles and responsibilities for the delivery of one or more capabilities. Agencies are given the discretion to develop plans in a format that meets their individual needs. In addition, agencies are charged with developing and maintaining Continuity of Operations (COOP) Plans that describe how they prioritize and maintain essential government services during adverse and disruptive conditions, triggered by various threats and hazards.

<u>Other Planning Principles and Concepts Employed in Maryland</u>

Some of the other planning considerations employed by the State are included below.

Coordination, NOT Command and Control: "Command and control" is a concept used by NIMS/ICS (Incident Command System) that is derived from the military, and refers to a commander exercising authority over his/her assigned forces in the accomplishment of the mission.[10] "Command and control functions are performed through an arrangement of personnel,

[10] Joint Publication 1-02, Department of Defense Dictionary of Military and Associated Terms 49 (Nov. 8, 2010) (as amended through Feb. 15, 2013) *available at* http://www.dtic.mil/doctrine/new_pubs/jp1_02.pdf (last visited Mar. 20, 2013).

equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission."[11] At the State level however, the role of government in operations is "primarily one of coordination, and not command and control."[12]

In Maryland, MEMA and MSP coordinate the activities of multiple State agencies and departments as mission area leads. MEMA and MSP do not, however, instruct the various participating State agencies and departments on how to fulfill their responsibilities.

Setting Objectives: Clearly defined objectives drive plan execution. Objectives clarify what needs to be accomplished and emphasize the results needed, as opposed to dictating the steps that must be taken to achieve the outcomes, which may be left up to the responsible State agencies.

National Plan Development Process

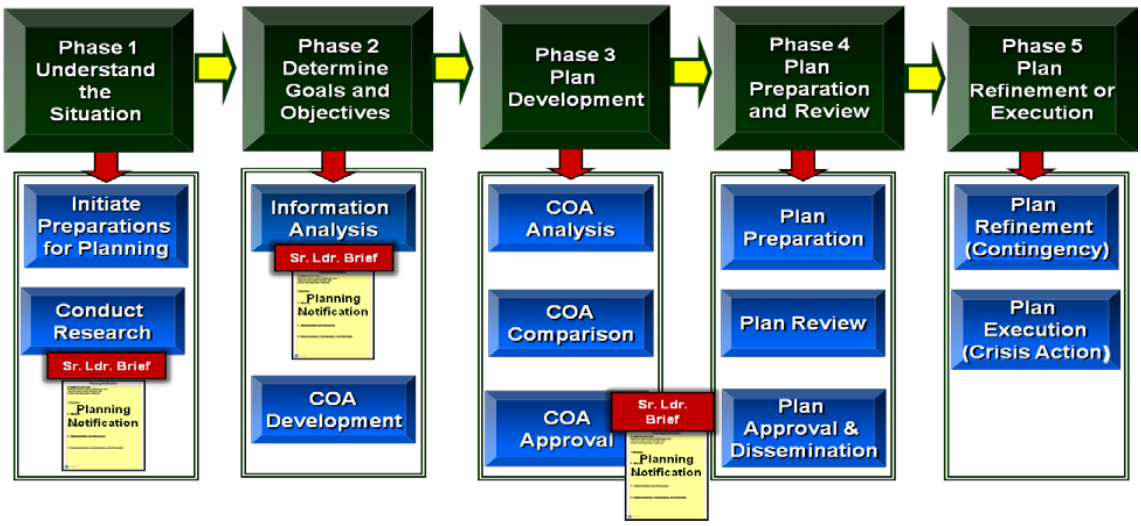
The MEPP emphasizes the National Plan Development Process (NPDP) as the preferred management tool for department-level, interagency, and multi-jurisdictional planning activities.[13] The figure below outlines the five (5) phases of the NPDP.

[11] Joint Publication 1-02, Department of Defense Dictionary of Military and Associated Terms 49 (Nov. 8, 2010) (as amended through Feb. 15, 2013) *available at* http://www.dtic.mil/doctrine/new_pubs/jp1_02.pdf (last visited Mar. 20, 2013).

[12] Joselito C. Meneses, Maj, USAF, Understanding Disaster Response Procedures, DOD and Federal Agencies, Air Command and Staff College, Air University 1 (April 2006), *available* at http://dtlweb.au.af.mil///exlibris/dtl/d3_1/apache_media/L2V4bGlicmlzL2R0bC9kM18xL2FwYWNoZV9tZWRpYS8yNDk4OQ==.pdf (last visited March 15, 2013).

[13] MEMA provides technical assistance on the implementation of the National Plan Development Process to public agencies within the State.

Figure 12: National Plan Development Process[14]



Organizing

Capability leads analyze the capability estimation to make decisions regarding organizational additions and/or changes, as needed. Mission area and capability leads are responsible for directing training and exercise requirements for all emergency operation-related organizational changes, and communicating those requirements to MEMA.

Equipping

Capability leads facilitate the purchase of equipment needed to close identified gaps. Capability leads are required to develop a multi-year strategy for capability sustainment and/or enhancement investment. Strategic prioritization for capability investment is guided by the Core Goals, where applicable.

[14] National Plan Development Process Handbook v. 1 (Oct. 12, 2012).

Example Capability: Public Health and Medical Services
Capability Element: Equipment

The evolution of handheld patient tracking devices for EMS providers from a "mass-casualty-only" use into an everyday use is a good example of the value in daily use. These devices, when used every day and integrated into the everyday processes of EMS providers, help improve patient care by delivering patient information electronically to hospitals, and assist EMTs in completing timely reports. During a mass casualty incident, the devices provide full situational awareness of injuries, and ensure that the injured can be tracked from triage in the field through to their hospital discharge. By using the devices every day, there is less risk that the EMT will be untrained on the device or that it could be misused. Everyday use ensures that the capability is ready when called on in the most stressful, fast-paced, emergency environments.

With the decreasing availability of grant funding, it is important for all MEPP stakeholders to ensure that equipment, resources, and personnel are used as efficiently and effectively as possible. The model of continuously purchasing one resource to perform one function is not feasible or practical. Wherever possible, resources in Maryland's "toolbox" for emergency preparedness should be designed to perform multiple functions in multiple scenarios, and should be tested regularly and kept at the ready. This principle of "daily use" recognizes that frequent use of equipment under routine conditions will result in proper functioning and effective use of that equipment by personnel under adverse or emergency conditions.

Mission area and capability leads are responsible for directing training and exercise requirements for all equipment purchases, and communicating those requirements to MEMA.

Step IV: Train on Capability Delivery

Mission area leads are responsible for executing a proactive training program focused on delivering relevant training opportunities for State, local, and private-sector professionals and partners. The foundation of training programs is based on the Governor's Core Goals, as well as capability needs. Mission area leads are responsible for reviewing the capabilities, and coordinating access to appropriate trainings to increase competency in the capability delivery. Additionally, mission area leads ensure that the capability leads maintain an adaptive and active

training posture, which allows them to address changing and emerging threats and hazards. As new threats and hazards emerge and new capabilities are identified, mission area leads work with the capability leads to ensure that the appropriate training is delivered in a timely fashion. Every increase in resources (whether it is an increase in staff, equipment, etc.) should have a training associated with it.

Capability leads are responsible for reporting projected and actual training activities to their respective mission area leads. Mission area leads are responsible for ensuring that all training activities for their respective mission areas are reported to MEMA.

Step V: Deliver Capability through Real-World Event or Exercise

Capabilities are delivered through emergency operations, whether the operation is in response to an incident (Response Mission Area), a disaster (Recovery Mission Area), or simply conducting day-to-day operations (Prevention/Protection and Mitigation Mission Areas). Mission area leads are responsible for mission area coordination when more than one capability is being delivered.

Mission area and capability leads coordinate the execution of proactive exercise programs for State and local partners, which allows for the evaluation of capability delivery in non-emergency conditions. Respective capability leads determine and conduct the exercises necessary to validate plans, organizational structures, the use of resources, and training. Additionally, mission area and capability leads are responsible for directing appropriate CONPLAN trainings and exercises. The MEPP emphasizes the Homeland Security Exercise and Evaluation Program (HSEEP) as the standard process for exercise design, development, conduct, and assessment.[15]

Capability leads are responsible for reporting projected and actual exercise activities to their respective mission area leads. Mission area leads are responsible for ensuring that all exercise activities for their respective mission areas are reported to MEMA.

[15] FEMA, Homeland Security Exercise and Evaluation Program (HSEEP), *available at* https://hseep.dhs.gov/pages/1001_HSEEP7.aspx (last visited Apr. 19, 2013).

Step VI: Validate Capability and Identify Areas of Improvement through After Action Reporting

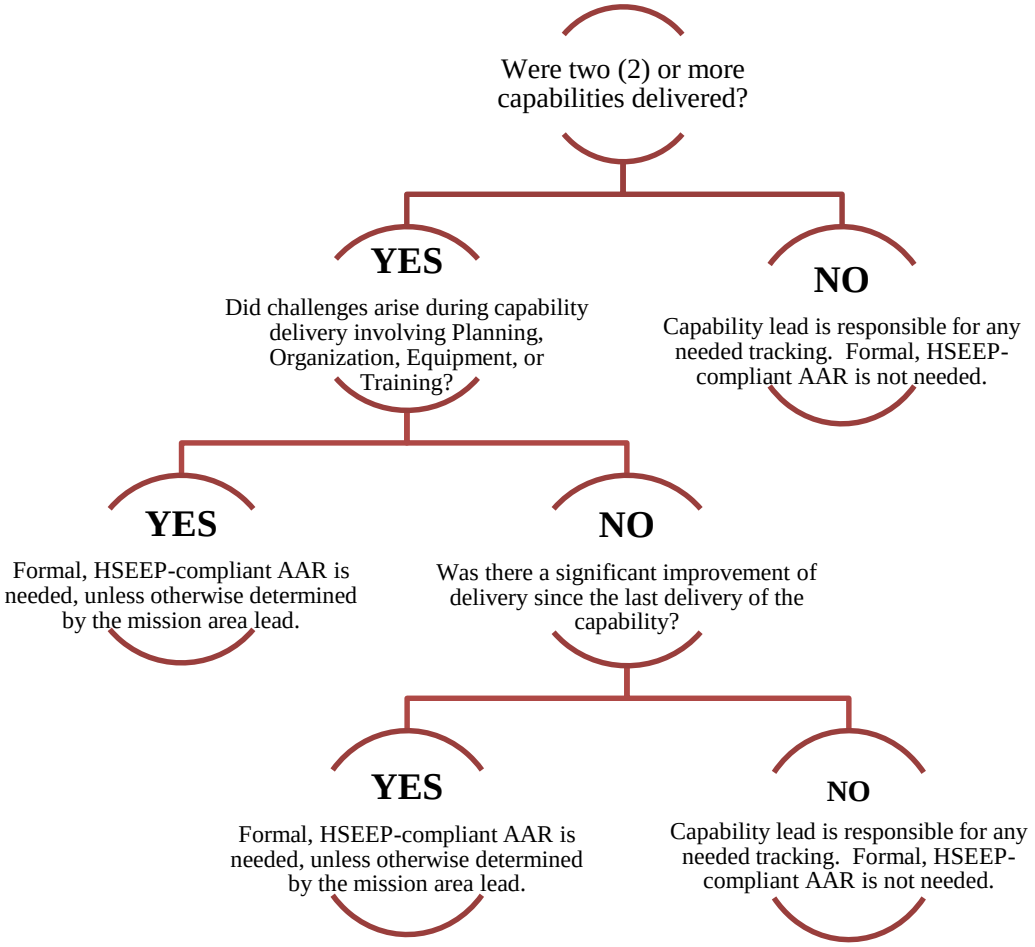
An after action report (AAR) is a retrospective analysis following the delivery of a capability (either through an exercise or through a real-world event). This analysis evaluates the capability performance, highlights strengths and weaknesses, and identifies areas in need of improvement. In order to determine whether a formal, HSEEP-compliant AAR is required, the following decision process is utilized:

- If only one capability is delivered, then a formal, HSEEP-compliant AAR is not recommended, and the capability lead is responsible for any preparedness tracking related to the capability delivery;
- If more than one capability is delivered, the mission area lead is responsible for facilitating or otherwise ensuring that an AAR is completed, if necessary. To determine the necessity of an AAR, the following questions should be considered:
    - Did challenges arise during capability delivery related to planning, organization, equipment, or training?
    - Was there an identified significant improvement in the capability delivery since the last time the capability was delivered?

  If the answer to either question is "yes," then a formal HSEEP-compliant AAR is recommended, unless otherwise determined by the mission area lead.

The final decision on the necessity of an AAR always rests with the mission area lead. The decision tree below details when an AAR is required:

Figure 13: After Action Reporting Decision Tree



When a formal AAR is recommended to be completed, the mission area lead facilitates the process to identify strengths and areas for improvement observed during the exercise or real-world event. Areas for improvement are identified to help develop corrective actions, which must be tracked throughout the improvement planning phase. During improvement planning, the corrective actions identified in the evaluation phase are assigned, with due dates, to responsible parties; tracked to implementation; and then validated during subsequent exercises or real-world events.

Example: Environmental Response/Health and Safety

Maryland Department of the Environment purchases new hazmat detection equipment. In a real-world event involving an unknown chemical release from a derailed train car, it is determined that the new equipment resulted in a significant decrease in the time spent on chemical identification, which increased the speed of the overall response.

☑ More than two capabilities were exercised (Environmental Response/Health and Safety, Critical Transportation, and On-Scene Security and Protection).

☑ A significant improvement was observed.

A formal HSEEP-compliant AAR should be completed, unless the mission area lead (in this case, MEMA) determines otherwise.

Step VII: Implement Capability Improvement Plan

Mission area leads, or assigned designees, develop an Improvement Plan (IP) with every formal AAR, creating a single HSEEP-compliant After Action Report/Improvement Plan (AAR/IP). MEMA sets AAR/IP format requirements to ensure consistency, and serves as a repository for all completed AAR/IPs to track implementation and maintain them for historical reference.

The IP portion of an AAR/IP converts lessons learned from the exercise or real-world event into concrete, measurable steps that result in improved capability delivery. The IP specifically details the actions that the responsible entity will take to address each recommendation presented in the draft AAR/IP, and the timeline for completion. If it was determined that an AAR was not needed, then an Improvement Plan does not need to be created. Any necessary tracking required for the capability should still occur.

Once recommendations, corrective actions, responsibilities, and due dates are clearly identified in the IP, mission area leads are responsible for tracking the status of the corrective actions through completion. Mission area leads review all capability evaluation feedback and resulting IPs in order to assess progress on enhancing preparedness. This analysis and information may identify needs for additional equipment, training, exercises, coordination, plans, and/or procedures that can be validated through future exercises or real-world events. Continual IP tracking and implementation

is part of the mission area's corrective action program, administered by the mission area lead. A corrective action program ensures IPs are dynamic documents that are continually monitored and implemented, and that they are part of the larger cycle of improving preparedness.

Step VIII: Preparedness Assessment and Reporting

Prior to the development of the Maryland Preparedness System, capability assessments and reporting were only done on an annual basis. Since annual reporting is time consuming, and has a high likelihood of errors (due to time constraints, forgetting improvements made early in the year, etc.), the Maryland Preparedness System places an emphasis on incremental tracking. Any time an improvement or decline in a capability is determined, the change should be tracked, and the capability should be reassessed. This allows for the generation of a report demonstrating the current preparedness level of the State, at any point in time. MEMA provides program administrative guidance on capability-based tracking.

In addition to the incremental tracking, the State has an annual reporting requirement associated with homeland security grant eligibility related to capability preparedness. The capability targets developed in the THIRA form the basis of the SPR. Capability assessment is the process of evaluating the State's progress towards achieving the reduction of capability gaps in order to execute the capability target across five (5) elements:

- Planning
- Organization
- Equipment
- Training
- Exercises

For every capability, each element is scored on a preparedness scale of 1-5 according to the following table:

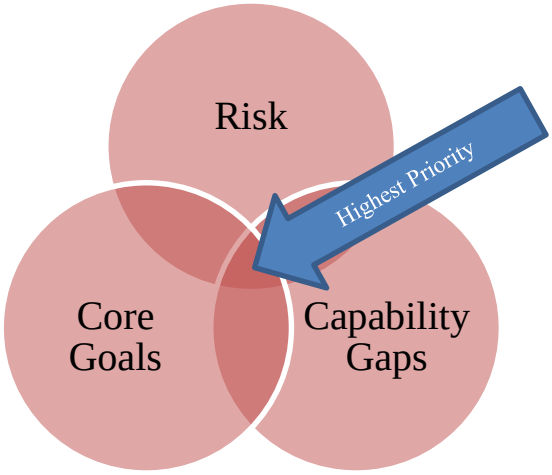
Table 2: Maryland Preparedness Scoring

Planning	
1	No plans/annexes exist to execute the capability target
2	Plans/annexes are currently in progress to execute the capability target
3	Plans/annexes exist, but lack some required elements to execute the capability target
4	Plans/annexes are complete and up to date
5	Plans/annexes are complete and validated by annual exercises/operations
N/R	Not relevant for this capability
Organization	
1	None (0%) of the required organizational structure exist to execute relevant plans/procedures
2	Little (<50%) of the required organizational structure exists to execute relevant plans/procedures
3	Much (51-75%) of the required organizational structure exists to execute relevant plans/procedures
4	Most (76- 99%) of the required organizational structure exists to execute relevant plans/procedures
5	All (100%) of the required organizational structure exists to execute relevant plans/procedures
N/R	Not relevant for this capability
Equipment	
1	None (0%) of the required equipment exists to execute relevant plans
2	Little (<50%) of the required equipment exists to execute relevant plans
3	Much (51-75%) of the required equipment exists to execute relevant plans
4	Most (76- 99%) of the required equipment exists to execute relevant plans
5	All (100%) of the required equipment exists; sustainment needs only
N/R	Not relevant for this capability
Training	
1	No training has been conducted to execute relevant plans
2	Few relevant personnel (<50%) have completed all relevant courses to execute relevant plans
3	Many relevant personnel (51-75%) have completed all relevant courses to execute relevant plans
4	Most relevant personnel (76-99%) have completed all relevant courses to execute relevant plans
5	All personnel; many private sector reps/citizens have completed all relevant courses
N/R	Not relevant for this capability
Exercises	
1	No recent exercises have been conducted to execute relevant plans
2	Recent single discipline/jurisdictional exercise conducted to execute relevant plans
3	Recent single discipline/jurisdictional exercise conducted to execute relevant plans; plans updated using AAR/IP
4	Recent multi discipline/jurisdictional exercise conducted to execute relevant plans; plans updated using AAR/IP
5	Recent multi discipline/jurisdictional exercise demonstrated capability success to execute relevant plans; plans validated
N/R	Not relevant for this capability

The preparedness score shows Maryland's current level of preparedness to deliver capabilities, and reviewing capabilities across five elements of performance provides the State of Maryland with a significant number of individual ways to target the reduction of risk and improve preparedness across the State.

The State's prioritization of preparedness activities recognizes and analyzes three (3) interrelated factors: risk, capability gaps, and alignment with the Governor's Core Goals.

Figure 14: Maryland Preparedness Prioritization



The intersection of these variables identifies readiness shortfalls for the development of a prioritized list of program needs and requirements, including the development of strategic preparedness plans such as the State Training and Exercise Plan (TEP). Responsibility for organizing and identifying this prioritization resides with MEMA and MSP, in consultation with GOHS. Serving in an advisory capacity, the Governor's Emergency Management Advisory Council (GEMAC) provides a broad-based assessment of ongoing State preparedness initiatives.

VI. Primary Legal Authorities

Relevant State of Maryland Laws

Annotated Code of Maryland, Public Safety, Title 14. Emergency Management §§ 14-101 et seq.[16]

The purpose of the Maryland Emergency Management Agency Act[17] is to ensure that the State of Maryland will be adequately prepared to deal with emergencies that are beyond the capabilities of local authorities; to provide for the common defense; to protect the public peace, health, and safety; and to preserve the lives and property of the people of the State. Additionally, under the Maryland Emergency Management Agency Act, it is the policy of the State to coordinate, to the maximum extent possible, all emergency management functions of the State with the comparable functions of the federal government, other states, other localities, and private agencies, so that the most effective preparation and use may be made of the resources and facilities available for dealing with any emergency. The sections included in the Maryland Emergency Management Agency Act facilitate these goals. Other provisions of Title 14 include the Governor's Emergency Powers[18] and the Health Emergency Powers,[19] and the Emergency Management Assistance Compact (EMAC)[20] and the Maryland Emergency Management Assistance Compact (MEMAC),[21] among others.

[16] MD CODE ANN., PUB. SAFETY §§14-101 *et seq.* (West 2012).
[17] MD CODE ANN., PUB. SAFETY §§14-101-15 (West 2012).
[18] MD CODE ANN., PUB. SAFETY §§14-301-09 (West 2012).
[19] MD CODE ANN., PUB. SAFETY §§14-3a-01-08 (West 2012).
[20] MD CODE ANN., PUB. SAFETY §§14-701-02 (West 2012).
[21] MD CODE ANN., PUB. SAFETY §§14-801-03 (West 2012).

Executive Order 01.01.2013.06 State of Maryland Emergency Management Policy

In 2013, Executive Order 01.01.2013.06 replaced the 1991 Executive Order for emergency management policy by establishing the Maryland Emergency Preparedness Program as the overarching construct for statewide emergency preparedness and operations, and adopting the Maryland Preparedness System as the guiding methodology. The MEPP Strategic Plan serves as the implementation strategy for the Executive Order.

Guiding National Policies and Federal Laws

The following national policies and laws provide guidance to the MEPP.

- Homeland Security Presidential Directive (HSPD)-5, 2003[22]
- Presidential Policy Directive (PPD)-8, 2010[23]
- Presidential Policy Directive (PPD)-21, 2013[24]
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)[25]
- The Homeland Security Act of 2002[26]
- The Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA)[27]

[22] Homeland Security Presidential Directive 5 (Feb. 28, 2003) (Management of Domestic Incidents).
[23] Presidential Policy Directive/PPD-8: National Preparedness (Mar. 30, 2011) *available at* http://www.dhs.gov/presidential-policy-directive-8-national-preparedness (last visited Feb. 28, 2013).
[24] Presidential Policy Directive/PPD-21: Critical Infrastructure Security and Resilience (Feb. 12, 2013), *available at* http://www.whitehouse.gov/the-press-office/2013/02/12/presidential-policy-directive-critical-infrastructure-security-and-resil (last visited Apr. 19, 2013).
[25] Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), Public Law 93-288, as amended, 42 U.S.C.A. §§5121 *et seq.* (West 2012).
[26] Homeland Security Act, Public Law 107-296, as amended, 6 U.S.C.A. §§101 *et seq.* (West 2012).
[27] Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295, 6 U.S.C. §701 note (Oct. 4, 2006).

Appendix A: Acronym List

AAR	After Action Reports
CEMP	Comprehensive Emergency Management Program
CMC	Crisis Management Committee
CONPLAN	Interagency/Intergovernmental Concept Plan
COOP	Continuity of Operations Plans
Core Goals	Maryland's Strategic Goals and Objectives for Homeland Security
DHS	Department of Homeland Security
EMAC	Emergency Management Assistance Compact
ESC	Emergency Services Coordinator
ESFLG	Emergency Support Functions Leadership Group
FEMA	Federal Emergency Management Agency
FPDP	Federal Plan Development Process
GEMAC	Governor's Emergency Management Advisory Council
GOHS	Governor's Office of Homeland Security
HIRA	Hazard Identification and Risk Assessment
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD-5	Homeland Security Presidential Directive 5
ICS	Incident Command System
IP	Improvement Plan
MAC	Mitigation Advisory Committee
MEMA	Maryland Emergency Management Agency
MEMAC	Maryland Emergency Management Assistance Compact
MEPP	Maryland Emergency Preparedness Program (MEPP)
MSP	Maryland State Police
NFIP	National Flood Insurance Program
NGO	Nongovernmental Organization
NIMS	National Incident Management System
OPSPLAN	All-Hazards Operations Plan
PKEMRA	Post-Katrina Emergency Management Reform Act of 2006

PMP	Program Management Plan
PPD-21	Presidential Policy Directive 21
PPD-8	Presidential Policy Directive 8
RSFLG	Recovery Support Functions Leadership Group
SPR	State Preparedness Report
Stafford Act	The Robert T. Stafford Disaster Relief and Emergency Assistance Act
Strategic Plan	MEPP Strategic Plan
TEP	Training and Exercise Plan
THIRA	Threat and Hazard Identification and Risk Assessment

Appendix B: Program Management Plan

Purpose

The purpose of this Program Management Plan (PMP) is to guide MEPP implementation at the state-level.

Organization

MEMA has responsibility for overall program management, responsibility for facilitating the development of the four OPSPLANs and all CONPLANs with the assistance of mission area planners, developing and maintaining the State's capability database with the assistance of mission area support, and developing strategic prioritization of training and exercise activities, and tracking those activities within the State's capability database.

Mission area leads are responsible for the oversight and coordination of their respective mission area leadership groups, and ensuring the adequacy of plans, organization, equipment, training, and exercises to ensure the State is meeting the MEPP strategic goal. Mission area leads have approval authority over the OPSPLANs and relevant CONPLANs.

Mission Area	Agency Lead
Prevention/Protection	Maryland State Police
Response	Maryland Emergency Management Agency
Recovery	Maryland Emergency Management Agency
Mitigation	Maryland Emergency Management Agency

Each Maryland State agency is responsible for assigning a primary and backup Emergency Services Coordinator (ESC) to serve on that agency's respective mission area leadership group(s). ESCs, serving as capability leads, are responsible for coordinating the gathering and maintenance of data used to support the State capability database for their respective capabilities.

Meetings

Mission area leads and MEMA will hold regular program management discussion regarding MEPP implementation to assess progress towards meeting the MEPP goal and objectives. This

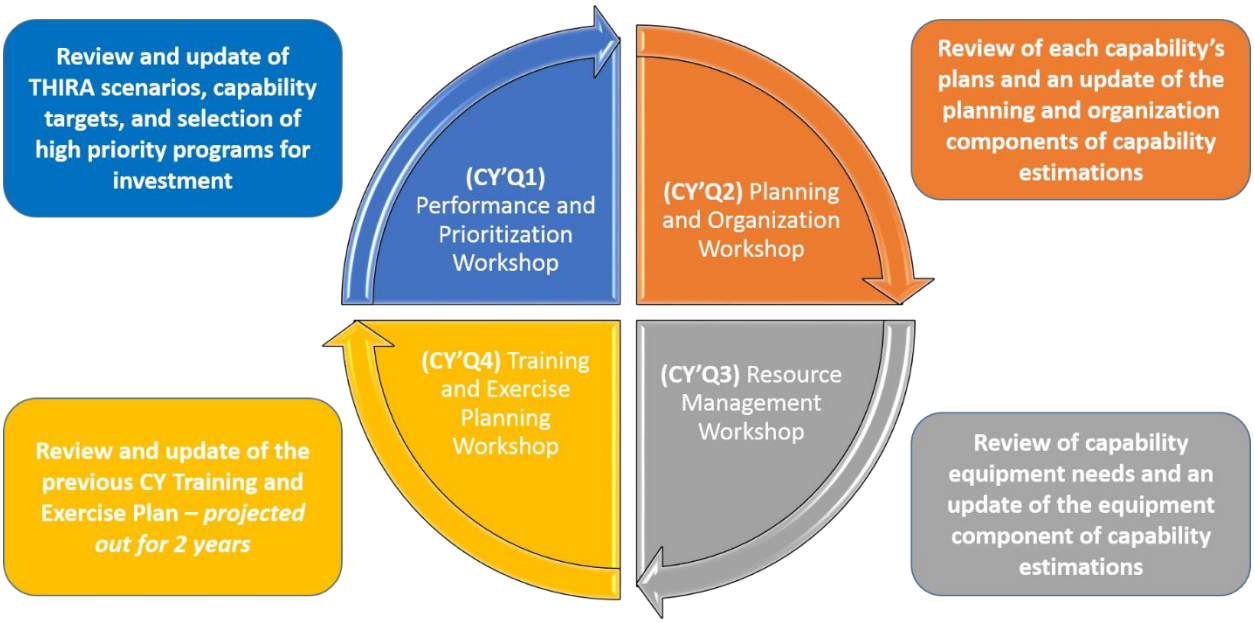
discussion may be incorporated into existing meetings. MEMA is responsible for coordinating monthly program management discussions.

Mission area planners and program support will meet regularly to discuss MEPP implementation and identify issues to forward to the mission area leads for resolution.

Mission area leads are responsible for setting the meeting schedule for their respective mission area leadership groups. Mission area leadership groups will meet, at a minimum, quarterly.

Preparedness Reporting

Mission area and capability leads are responsible for tracking and reporting capability activities on an incremental basis related to planning, organization, equipment purchases, training, and exercises to MEMA, through the State's capability database, according to the Maryland Preparedness System through calendar year (CY) quarterly workshops.



MEMA is responsible for producing the annual State Preparedness Report, and other related preparedness reports, upon request by GOHS.

Collaboration

MEMA is responsible for maintaining a MEPP collaboration platform, including the provision of access to ESCs and other participating organizations. Mission area leads are responsible for approving or denying requests for access based on mission area leadership group representation. Only mission area leadership group members may be granted access to the respective mission area sub-sites.

Program Maintenance

All MEPP plans will be updated according to Appendix D of the MEPP Strategic Plan. AARs and IPs may identify incremental updates.

Appendix C: Sample CONPLAN Outline

Cover

The cover will be consistent with the standard MEMA plan cover. The cover will include a graphic specific to the hazard/incident. The plan title will read as follows:

Maryland Emergency Preparedness Program
[Threat/Hazard/Incident/Disaster] Interagency CONPLAN
[Month], [Day] [Year]

Table of Contents

The table of contents will be developed using the section linking feature for the automatic population of page numbers.

I. Introduction

The introduction will include the following sections:

A. Purpose

The purpose of the concept plan (CONPLAN) is to identify the interagency/multi-jurisdictional coordination specific to this type of threat/hazard/incident/disaster. The plan is intended to supplement, not supplant, the MEPP All-Hazards Operations Plans for the relevant mission areas, under which capabilities must be delivered.

B. Scope

The scope of this plan is articulated in terms of state-level coordination to deliver the relevant capabilities, identified in terms of mission areas and capabilities, in coordination with or support of local government activities, and in coordination with private/nonprofit, regional, and federal partners.

C. Situation

The situation is articulated in terms of a general scenario narrative followed by a standard table that identifies impacts and outcomes for each relevant capability (separated by mission area).

D. Facts and Assumptions

Planning assumptions must answer, at a minimum, the following questions**:**

- How does this plan support the relevant MEPP All-Hazards Operations Plans?

- Who has primary responsibility for the execution of courses of action for each mission area's capability set?
- Are there any specific factors that contribute to the ability of the State to conduct operations (i.e., are there specific capabilities that the State relies on federal support to achieve)?
- What is the anticipated capacity of local government to conduct operations (i.e., at what point would resources exceed local capacity and require State support)?
- What is the anticipated capacity of the State to conduct operations (i.e., at what point would resources exceed State capacity and require federal support)?

II. Concept of Coordination

What are the coordinating structures (both internal to State government, regional, and/or federal) that are specific to this hazard/incident, broken down by mission area (i.e., terrorism – Joint Operations Center, hurricane – Delaware Emergency Task Force).

III. Concept of Operations

What are the operational objectives that are to be accomplished (articulated in terms of mission areas and capabilities)? What are the specific actions that must be undertaken to transition from operations from one mission area to another?

IV. Logistics

How are the resources assigned to this operation managed?

V. Administration and Finance

How are the costs related to this operation managed?

VI. Supporting Documents

Are there any standard operating procedures or guides that are important for the conduction of this operation?

Appendices

A. Responsibilities Matrix

B. Execution Matrix (Capabilities, Tasks, and Objectives)

C. Resources

D. Information Requirements

Appendix D: Maryland Emergency Preparedness Program Plan Overview Chart

The following chart provides a general overview of the documents that comprise the MEPP.

Plan Name	Scope	Lead Agency	Update Cycle
Maryland Emergency Preparedness Program Strategic Plan	Outlines the strategic framework and hierarchical planning structure for the MEPP, defines the legal authority for the MEPP, and identifies the roles and responsibilities of the lead and supporting State agencies for emergency preparedness.	MEMA	2 years (odd)
Maryland's Strategic Goals and Objectives for Homeland Security	Provides a strategic vision and direction for homeland security in Maryland, and establishes the priority policy and programmatic areas for homeland security investment, with the goal of achieving the State's homeland security mission.	GOHS	2 years (even)
State and Training and Exercise Plan	The State Training and Exercise Plan (TEP) serves as a 2-year strategy for the delivery of relevant training on, and the exercise of, priority capabilities.	MEMA	1 year
State Prevention/ Protection Operations Plan	Includes information on the capabilities necessary to safeguarding the State against acts of terrorism and manmade or natural disasters, focusing on protecting citizens, residents, visitors, and critical assets, systems, and networks against the greatest risks to the State in a manner that minimizes disruption. Includes information on the capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism or organized crime, including determining if follow-on attacks are planned, and thwarting and/or apprehending the adversary.	MSP	2 years (even)
State Response Operations Plan	Includes information on the capabilities necessary to saving lives, protecting property and the environment, and meeting basic human needs after an incident. This focuses on ensuring the State's ability to effectively respond to any threat or hazard, establishing a safe and secure environment, and supporting the transition to recovery.	MEMA	2 years (odd)

Plan Name	Scope	Lead Agency	Update Cycle
State Recovery Operations Plan	Includes information on the capabilities necessary to assisting communities in effectively recovering, and focuses on restoring, strengthening, and revitalizing infrastructure, housing, the economy, and a resilient community.	MEMA	2 years (even)
State Mitigation Operations Plan	Includes information on the capabilities necessary to reducing loss of life and property by reducing the impact of disasters. This plan focuses on reducing the consequences, impacts, duration, and financial and human costs that responding and recovering from adverse incidents have on individuals, the private sector, communities, critical infrastructure, and the State.	MEMA	2 years (even)
Hurricane CONPLAN	TBD – pending update of legacy plan	MEMA	1 year
Winter Weather CONPLAN	TBD – pending update of legacy plan	MEMA	1 year
Radiological Power Plant CONPLAN	TBD – pending update of legacy plan	MDE	1 year
Terrorism CONPLAN	TBD – pending update of legacy plan	MSP	1 year
Cyber Disruption CONPLAN	TBD – pending update of legacy plan	DOIT	1 year

Appendix E: Preparedness Assessment Reporting

The reporting format illustrated below demonstrates an example of the results from a State Preparedness Report (note that the following is only an example and does not reflect the actual capabilities or preparedness level for the State of Maryland):