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Mark F. Hubbard, Chairman

**Martin O'Malley**  
GOVERNOR



**Anthony Brown**  
LIEUTENANT GOVERNOR

**2012 Annual Report of the  
Governor's Emergency Management Advisory Council (GEMAC)**

**A Report to the Governor and the Maryland General Assembly**

**December 31, 2013**

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## Executive Summary

The Governor's Emergency Management Advisory Council (GEMAC) is created by statute and is charged with advising the Governor on all matters that relate to emergency management in Maryland<sup>1</sup>. The GEMAC serves as an independent advisory body, comprised of persons with special expertise in areas critical to homeland security and emergency management, as well as persons broadly representative of business interests, public utilities, and other communities (e.g., non-governmental organizations) within Maryland.

The membership of the GEMAC includes subject matter experts from a wide range of disciplines, backgrounds, and geographic areas including local emergency responders, and experts from both the public and private sector. The GEMAC now has representatives from across the emergency response and management spectrum including police, fire, public health, emergency medicine, hospitals, utilities, labor, and the academy. The Chairman is Mark F. Hubbard, Assistant Fire Chief and Director of the Baltimore County Office of Homeland Security and Emergency Management.

The GEMAC held three meetings this year covering a diverse set of issues. The GEMAC conducted a full review of Maryland's Core Goals and Capabilities for homeland security. The GEMAC received demonstrations and informational briefings on seven of the State's homeland security initiatives: Intelligence and Information Sharing, Vulnerability Assessment, Transportation Security, Personal Protective Equipment, Training & Exercises, Planning, Backup Power and Communications. In addition, the GEMAC met following the State's response to Super-Storm Sandy to discuss the State's response.

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<sup>1</sup> MARYLAND CODE ANNOTATED, PUBLIC SAFETY ARTICLE, §§ 14-105(a) and (d). In addition, Executive Order 01.01.1987.11 also designates the GEMAC as Maryland's State Emergency Response Commission (SERC). CODE OF MARYLAND REGULATIONS 01.01.1987.11. This Annual Report is submitted to the Governor and the General Assembly pursuant to the statutory reporting requirements specified in MD. CODE ANNOTATED, PUBLIC SAFETY ARTICLE § 14-105(e).

## **I. GEMAC PURPOSE, MISSION, AND REVISED SCOPE OF WORK**

To ensure that the GEMAC does not have redundant or overlapping roles and responsibilities with any of the current homeland security and emergency management committees within Maryland, and given Governor O'Malley's strategic policy goal of making Maryland the national leader in homeland security preparedness, the GEMAC is focused on working in conjunction with the agencies responsible for implementing and achieving the state's Core Goals for Homeland Security.

Continuing the GEMAC's work in 2011, in 2012 the GEMAC worked closely with each of the State agency leaders on each the Governor's 12 core homeland security goals. The GEMAC continued a process in which the lead state representatives for each goal briefed the GEMAC on relevant strategic goals; progress and accomplishments to date; and ongoing issues, projects, and planned and prospective future initiatives. GEMAC members are given the opportunity to provide external validation of the State's activities, suggest ideas and alternatives, and raise concerns or points of view that may not have been considered. The meetings bring together local, state, and private sector experts and stakeholders to discuss and develop specific actions or recommendations for achieving the State's homeland security goals.

The GEMAC received demonstrations and informational briefings on seven of the State's homeland security initiatives: Intelligence and Information Sharing, Vulnerability Assessment, Transportation Security, Personal Protective Equipment, Training & Exercises, Planning, Backup Power and Communications. In addition, the GEMAC met following the State's response to Super-Storm Sandy to discuss the State's response.

### **A. 2012 General Meeting Schedule**

The GEMAC is charged with the mission of advising the Governor "on all matters that relate to emergency management." MD. CODE ANN., PUB. SAFETY §§14-105(a) - (e). The GEMAC planned to hold quarterly meetings this year and met three times following the transition of Emergency Management Directors and a cancellation due to the response to two major declared disasters: the Derecho Storm and Super-Storm Sandy. The GEMAC met in person on following dates:

- February 27, 2012
- April 30, 2012
- November 26, 2012

### **C. Chairman and Membership Roster**

The GEMAC consists of the members that the Governor appointed and, by law, must include:

1. Fair and reasonable representation for local government;
2. Representation for organizations that represent volunteer firefighters and rescue squads; and
3. Representation from manufacturing, utilities, and communications industries.

There is no size limit or minimum membership requirement, however based on the historic size of the GEMAC; a size of 25-30 members has proven to be desirable and manageable.

Membership Breakdown:

NAME	TITLE
<b>EMERGENCY MANAGEMENT / PUBLIC SAFETY</b>	
<b>Mark F. Hubbard (Chair)</b>	Assistant Fire Chief and Director of Office of Homeland Security and Emergency Management for Baltimore County
<b>Barbara Childs-Pair</b>	Former Homeland Security Advisor and Director of Emergency Management for the District of Columbia
<b>Robert Maloney</b>	Baltimore City Office of Emergency Management
<b>Kristen McMenamin</b>	President of the Maryland Emergency Management Association and Planner for Kent County
<b>Brian Moe</b>	Director Prince George's County Office of Homeland Security
<b>Teresa Owens</b>	Director of the Office of Emergency Services for Worcester County
<b>Chris Voss</b>	Director of the Montgomery County Office of Emergency Management
<b>FIRE / EMS</b>	
<b>Doyle Cox</b>	President of Maryland State Firemen's Association
<b>Kevin Lewis</b>	Director of Fire and Emergency Services for Washington County
<b>Jeff Thompson</b>	President Maryland Fire Chiefs Association
<b>Jay Livingston</b>	President and Chief Executive Officer Livingston Fire Protection, Inc.
<b>LAW ENFORCEMENT</b>	
<b>John (Randy) Bounds</b>	Sheriff of Caroline County
<b>Michael Pristoop</b>	Chief of Police for Annapolis City
<b>Cynthia Smith</b>	Chief of Police for Frostburg State University
<b>Chief Michael Taborn</b>	Chief of the Washington Metropolitan Area Transit Authority Police
<b>Jim Teare</b>	Chief of the Anne Arundel County Police Department
<b>PUBLIC HEALTH / HOSPITALS / HEALTH AND MEDICAL PREPAREDNESS</b>	
<b>Meghan Butasek</b>	Director of the Baltimore City Office of Preparedness and Response
<b>Dr. Andrew Pollak</b>	Shock Trauma Physician
<b>Jim Scheulen</b>	Chief Administrative Officer, Department of Emergency Medicine, Johns Hopkins Hospital
<b>Dr. Donald Shell</b>	Health Officer of Prince George's County
<b>Dr. Joseph Wright</b>	Senior Vice President and head of the Child Health Advocacy Institute at Children's National Medical Center in Washington, DC
<b>UTILITIES</b>	
<b>Alfred Foxx</b>	Director of Baltimore City Department of Public Works
<b>George Gacser</b>	Chief of Security Operations at Pepco
<b>Stephen Gerwin</b>	Chief of the Bureau of Utilities in Howard County
<b>PRIVATE SECTOR / OTHER</b>	
<b>Dr. Bilal Ayyub, PHD</b>	Director of the Center for Technology and Systems Management at the University of Maryland
<b>Jim Dinegar</b>	President of the Greater Washington Board of Trade
<b>Thomas V. Inglesby, MD</b>	Director and Chief Executive Officer of the Center for Biosecurity of the University of Pittsburgh Medical Center in Baltimore
<b>Captain Eric Nielsen</b>	President of the Association of Maryland Pilots
<b>Dr. Irmak Renda-Tanali</b>	Chief Executive Editor of the Journal of Homeland Security and Emergency Management; Homeland Security and Emergency Management Program Director for UMUC

## **II. GEMAC Activities and Topics During 2012**

### **A. February 27, 2012 Meeting**

The February Meeting of the GEMAC was the first official meeting of the GEMAC in 2012. The GEMAC was briefed on the framework for homeland security and emergency management in Maryland by Mr. Andrew Lauland, including the Governor's 12 Core Goals for homeland security, and was asked to consider specifically goals related to Intelligence and Information Sharing (Goal #2), Vulnerability Assessment (Goal #6), Transportation Security (Goal #12).

The GEMAC was briefed by Mr. Dave Engel, Director of the Maryland Coordination and Analysis Center (MCAC), the State's intelligence fusion center on intelligence and information sharing activities in the State, as well as on vulnerability assessments for critical infrastructure and key resources. The GEMAC was briefed and discussed the State's efforts to provide timely and accurate intelligence to decision makers, provide support to law enforcement investigations in the field, and to become a data hub to assist law enforcement in analyzing and utilizing existing data at the state level for both the crime fight and homeland security.

The GEMAC was also briefed by Mr. Harold "Bud" Frank, the Maryland Department of Transportation's Homeland Security Advisor and the Director of the agency's Office of Homeland Security and Emergency Management on transportation security efforts in Maryland. The GEMAC heard about the State's extensive traffic CCTV systems, several efforts to better secure transit stations and systems, as well as developments in Port security at the State's two ports in Baltimore and Salisbury.

Two particular areas of priority were identified by the GEMAC as areas of interest and need during this meeting. The GEMAC discussed in detail the following:

- The priority of establishing better sharing of information with the private sector for intelligence activities and during emergencies, especially trusted partners necessary to facilitate the State response such as public utilities.
- A priority of addressing cyber security as both an immediate threat to the State as well as an area which requires a new focus. As noted during the meeting, many of our utilities, state agencies, and the businesses which drive our economy rely on the internet for day-to-day and emergency activities. Protecting these networks should be a high priority moving forward for Maryland.

The GEMAC is confident, following discussions with the State that these areas are being addressed. Specifically, the State is in the process of developing a cyber-security goal that will be added to the State Homeland Security Strategy. The GEMAC notes that this is a critical step in moving the state forward; identifying a concrete and actionable goal towards which the state will work. In addition, the MCAC has expanded its work with the private sector to include regular meetings and the Maryland Emergency Management Agency (MEMA) has worked closely with for-profit and non-profit partners in the response to the Derecho Storm and Super-Storm Sandy. MEMA is also developing a business operations center (BOC) to provide

information to private sector and non-profit partners before during and after emergencies. The BOC is expected to be fully operational prior to the 2013 hurricane season.

### **B. April 30, 2012 Meeting**

During the April Meeting, the GEMAC was asked to consider goals specifically related to Personal Protective Equipment (PPE) (Goal #4), Training & Exercises (Goal #7), Planning (Goal #10), and Backup Power and Communications (Goal #11).

The GEMAC was briefed by Mr. Richard Muth, MEMA Executive Director and Mr. Michael Fischer, MEMA Director of Operations at that time on the Governor's Core Goals assigned to MEMA. The GEMAC was briefed on MEMA's efforts at surveying and identifying needs for PPE with first responders which showed that firefighters are well prepared with sufficient PPE but that law enforcement agency priorities are focused in other areas outside of procuring and training officers to use advanced PPE necessary for operating in specific terrorism scenarios. The GEMAC was also briefed on the State's program of providing a specific standard set of PPE to all major State law enforcement agencies.

MEMA briefed the GEMAC on efforts to provide training and exercises across the state to teach, test, and improve the State's response capabilities including an effort to streamline the after-action review process. The GEMAC was briefed on the State's planning efforts including plans for Sail-A-Bration festivities in Baltimore and other planning activities related to evacuation and sheltering. Finally, the group heard about the State's work in identifying back up power resources for use during emergencies.

Of particular priority to the GEMAC members in attendance were the following issues:

- Identifying an efficient and cost-effective method for providing access to protective gear to law enforcement when necessary. GEMAC members noted that PPE has a defined shelf-life and large inventories of PPE can be difficult to manage if they are not being used regularly. While there was no consensus on the appropriate approach, the GEMAC did recommend continued training for all first responders in the use of PPE if necessary, and encouraged the State to review potential alternatives to issuing individual PPE to each police officer or in maintaining state owned caches of equipment.
- Support the State's renewed focus on after-action reviews of response to identify areas for improvement and, in fact, participated in the after-action process later in the year following Super-Storm Sandy.
- Develop policy and operational recommendations to improve access to back up power generation for extended power outages.

The State, in consultation with the GEMAC, has addressed each of these Core Goals in several ways following the Derecho Storm and Super-Storm Sandy. The State has procured a standard set of PPE for state law enforcement officers and will offer training and other resources to local jurisdictions that would like to leverage the State's investment.

In addition, MEMA demonstrated following Super-Storm Sandy a renewed focus on timely and exhaustive after-action reporting (AAR). The AAR from the Derecho was reviewed by some members of the GEMAC and shows substantial improvement over previous AARs. The GEMAC, moving forward, will be invited to participate in the AAR process to help provide additional perspectives.

Finally, MEMA, following the Derecho Storm, made back up power resources a priority. MEMA is leveraging energy assurance planning and has begun a project of identifying critical facilities that may need back up power and developing potential policy solutions for providing this capability. In addition, MEMA has surveyed and mapped all power generation resources available within State government for more effective deployment in future events.

### **C. November 26, 2012 Meeting**

The GEMAC had planned to meet in person on October 27, 2012 – a meeting cancelled as Super-Storm Sandy moved towards the east coast. The GEMAC postponed the meeting until November 26, 2012 where it received a briefing on the State’s response to Hurricane Sandy, and recovery efforts. This was also the first meeting of the GEMAC following the appointment of the new MEMA Executive Director Kenneth J. Mallette.

Mr. Mallette addressed the group and reviewed his goals and strategic vision for the agency including a focus on preparedness, and a vision of MEMA as a Center for Preparedness excellence. He noted his keystone project for 2013 was a long-term recovery plan – a need highlighted by the events in Crisfield and the damage experienced by our northern neighbors. The GEMAC Chairman noted that Mr. Mallette had already spoken with the State’s emergency managers and had received a diverse set of feedback leading to this new vision. The GEMAC recommended several potential areas to lead MEMA to become a Center of Preparedness Excellence including:

- Identifying opportunities within education to teach preparedness including high school programs and higher education.
- The GEMAC also stressed the need to work on resilience – a key element of the long-term recovery plan.

MEMA also briefed the GEMAC with a full timeline of events leading up to, during, and after Super-Storm Sandy hit Maryland beginning with the State’s early planning and through the first request for assistance from FEMA following the Storm. MEMA’s training and exercise manager also briefed on the State’s after-action review effort and timeline for Super-Storm Sandy and invited members to attend the State and local after-action review.

The focus on a real-world event elicited a robust and wide ranging discussion of emergency management and response issues. The GEMAC identified several issues experienced during the storm including how the State communicates certain transportation issues to the public and private sector partners. These included the following:

- The GEMAC praised the Governor’s decisive messaging on transportation and the need for citizens to stay off the roads. They praised the early decision to discontinue metro and transit service. This type of messaging has both positive and negative impacts. Some healthcare workers and hospital staff in particular may be fearful or unwilling to travel potentially causing staff shortages. However, it was noted that the message was effective in keeping people off of roads, resulting in a significantly lower admission to the University of Maryland Shock Trauma Center.
- The GEMAC encouraged the State to provide as much planning time as possible before closing mass transit. For example, announcing as far in advance as possible that mass transit service will be discontinued at a certain time so that critical personnel can be called in early prior to the cancellation of service.
- The GEMAC also recommended a review of messaging about the use of roadways specifically in parsing the nuance between a message to “stay off of the roads” with a message that “roads are closed.”

Other issues were discussed including some areas that the State may consider reviewing including:

- Potential triggers for healthcare facility evacuation following the observed difficulties of hospitals in New York City with evacuating during a power outage.
- Analyzing best practices related to the use of natural gas appliances following flooding. Gas leaks caused by the movement of gas appliances during flooding caused significant dangers and some explosions and fires in New York and New Jersey following Super-Storm Sandy.
- Identifying options to surge code inspectors to ensure that resiliency and preparedness measures required by the government are in place.
- The GEMAC discussed the various systems and means of communication used during the emergency to communicate with the public and with private sector partners. MEMA’s Twitter feed, which was promoted by Twitter, was noted as was the new public health situational awareness system HC Standard.

The GEMAC’s recommendations were included in the State’s AAR and the GEMAC members were all invited to participate in the State and Local AAR meeting in early December. The GEMAC is confident that the State’s after-action process is addressing each of these areas of concern. The after-action process is still underway and will likely continue until recovery efforts are complete.

#### **D. Prospective Outlook for 2013**

In the coming months, the GEMAC will meet once per quarter to consider updates to the Maryland Homeland Security Strategic Plan including the addition of cyber security and resilience to the plan. They will reexamine the goals and the State’s progress towards the Governor’s overall strategic goal to make Maryland a national leader in homeland security.

The GEMAC will also be asked to provide after-action assessments following any major emergencies which affect the State; building on the work done following the Derecho and Super-

Storm Sandy. The GEMAC will take part in and have input into the State's after- action process and reports.

### **III. Conclusion**

The GEMAC hereby submits this report along with its wishes of sincere appreciation from the individual members of the Council for the opportunity to serve the citizens of Maryland.

Respectfully submitted this 31st day of December, 2012:



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Mark F. Hubbard, Chairman  
Governor's Emergency Management Advisory Council