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# **Homeland Security Fiscal 2010 Budget Overview**

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**Department of Legislative Services  
Office of Policy Analysis  
Annapolis, Maryland**

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*Analysis of the FY 2010 Maryland Executive Budget, 2009*

*Homeland Security – Fiscal 2010 Budget Overview*

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# Homeland Security Fiscal 2010 Budget Overview

## National Spending on Homeland Security Activities

Since September 2001, the United States has experienced both man made and natural catastrophic events which have resulted in the growth of homeland security efforts throughout the nation. The federal government, primarily through the Department of Homeland Security (DHS), helps state and local governments prepare and respond to a myriad of emergencies. This assistance is provided through 11 grants consolidated into 3 major grant programs: the Homeland Security Grant Program (HSGP), the Infrastructure Protection Program (IPP), and the Emergency Management Performance Grant (EMPG). **Exhibit 1** shows total DHS grant funding from federal fiscal 2002 through 2009 for these programs.

Prior to the September 11 attacks, funding for homeland security was solely based on providing funds for domestic preparedness equipment with small portions allocated for preparedness planning. A greater focus was placed on emergency management and addressing natural disasters. According to federal data, total homeland security funding to the states since September 11 totals more than \$19.0 billion. Between fiscal 2002 and 2003, homeland security funding increased by \$2.4 billion, 537%. More attention was given to protecting critical infrastructure and reducing the risk of other acts of terrorism. Grant funding peaked in fiscal 2004 at \$3.1 billion, representing a 594% increase over fiscal 2002 spending.

Between the fiscal 2004 peak and the most recent low in fiscal 2006, funding for homeland security grants declined approximately 28%. Grants in fiscal 2006 totaled approximately \$2.2 billion. Since fiscal 2006, there has been an increase in total homeland security funding, due to a renewed interest in natural disaster preparedness as a result of hurricanes Katrina and Rita. This reflects a growing school of thought that combines homeland security with emergency management, to focus on funding and preparedness efforts from an all-hazards approach. Funding for fiscal 2009, which has yet to be awarded to individual states, totals nearly \$2.9 billion.

## Homeland Security Grant Program

HSGP is a wide-reaching program that funds planning, organization, equipment, training, and exercise activities in support of the National Preparedness Guidelines and related plans and programs. The program's purpose is to enhance the ability of states, territories, and urban areas to prepare for, prevent, and respond to terrorist attacks and other major disasters. The HSGP represents 76% of total grant funding from fiscal 2002 through 2009; however, this program is the only one of the three major programs to experience a reduction in funds during the same time period. The four grants within HSPG are:

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**Exhibit 1**  
**Department of Homeland Security**  
**Grant Funding to State and Local Governments**  
**Federal Fiscal 2002-2009**  
**(\$ in Millions)**

	<u>2002</u>	<u>2003</u>	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>Total</u>
<b>HSGP</b>	<b>\$315.7</b>	<b>\$2,700.2</b>	<b>\$2,924.2</b>	<b>\$2,345.0</b>	<b>\$1,670.3</b>	<b>\$1,666.4</b>	<b>\$1,698.8</b>	<b>\$1,714.3</b>	<b>\$15,034.9</b>
SHSP	\$315.7	\$2,066.3	\$1,675.1	\$1,062.3	\$528.2	\$509.2	\$862.9	\$861.3	\$7,881.0
UASI	-	\$596.4	\$671.0	\$854.7	\$710.6	\$746.9	\$781.6	\$798.6	\$5,159.8
LETPP	-	-	497.0	386.3	384.1	363.8	*	*	1,631.2
MMRS	-	-	46.3	28.2	28.2	32.0	39.8	39.8	214.3
CCP	-	37.5	34.8	13.5	19.2	14.5	14.5	14.6	148.6
<b>IPP</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>\$377.2</b>	<b>\$398.5</b>	<b>\$444.7</b>	<b>\$852.3</b>	<b>\$845.3</b>	<b>\$2,918.0</b>
PSGP				\$140.9	\$168.0	\$201.2	\$388.6	\$388.6	\$1,287.3
TSGP				135.3	143.2	171.8	388.6	388.6	1,227.5
IBSG				9.7	9.5	11.6	11.1	11.7	53.6
TSP				-	4.8	11.6	15.5	7.8	39.7
BZPP				91.3	73.0	48.5	48.5	48.6	309.9
<b>EMPG</b>	<b>\$134.7</b>	<b>\$170.3</b>	<b>\$204.7</b>	<b>\$173.8</b>	<b>\$177.6</b>	<b>\$244.0</b>	<b>\$291.4</b>	<b>\$306.0</b>	<b>\$1,702.5</b>
<b>Total</b>	<b>\$450.4</b>	<b>\$2,870.5</b>	<b>\$3,128.9</b>	<b>\$2,896.0</b>	<b>\$2,246.4</b>	<b>\$2,355.1</b>	<b>\$2,842.5</b>	<b>\$2,865.6</b>	<b>\$19,655.4</b>

BZPP: Buffer Zone Protection Program  
 CCP: Citizen Corps Program  
 EMPG: Emergency Management Performance Grant  
 HSGP: Homeland Security Grant Program  
 IBSGP: Intercity Bus Security Grants  
 IPP: Infrastructure Protection Program  
 LETPP: Law Enforcement Terrorism Prevention Program  
 MMRS: Metropolitan Medical Response System  
 PSGP: Port Security Grant Program  
 SHSP: State Homeland Security Grant Program  
 TSGP: Transit Security Grant Program  
 TSP: Trucking Security Program  
 UASI: Urban Areas Security Initiative

Source: Department of Homeland Security

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- **State Homeland Security Grant Program (SHSP):** supports building and sustaining preparedness capabilities at the state and local levels through planning, equipment, training, exercise activities, and assistance in developing and implementing strategic goals. Provides funding to all 50 states and 6 territories based on a combination of formula, risk, and effectiveness of proposed projects. States must allocate at least 80.0% of the grant funds to localities. Since discontinuation of the Law Enforcement Terrorism Prevention Program (LETPP) in 2008, 25.0% of the SHSP allocation must be used to support law enforcement terrorism prevention activities. As a result, funding for SHSP grants were increased 69.2%, or \$353.4 million in fiscal 2008. Funding for the SHSP since fiscal 2002 totals \$7.9 billion; federal fiscal 2009 funding is \$861.3 million.
- **Urban Areas Security Initiative (UASI):** enhances regional preparedness by strengthening capabilities in 62 high-threat, high-density urban areas. Since discontinuation of the LETPP in 2008, 25% of the UASI allocation must be used to support law enforcement terrorism prevention activities. Funding for the UASI since fiscal 2003 totals \$5.2 billion; federal fiscal 2009 funding is \$798.6 million.
- **Metropolitan Medical Response System (MMRS):** assists 124 designated metropolitan areas to sustain and further enhance regionally integrated all-hazards mass casualty preparedness and response capabilities. Funding is divided evenly among the 124 eligible cities. Funding for the MMRS since fiscal 2004 totals \$214.3 million; federal fiscal 2009 funding is \$39.8 million.
- **Citizen Corps Program (CCP):** supports efforts to bring community and government leaders together to engage citizens in community preparedness, response, and recovery activities. This program provides funding on a formula basis to all 56 states and territories.

### **Infrastructure Protection Program**

IPP supports specific activities to protect critical infrastructure, such as ports, mass transit, highways, rail, and transportation. These grants fund a range of preparedness activities, including strengthening infrastructure against explosive attacks, preparedness planning, equipment purchases, training, exercises, and security management and administration costs. IPP represents 14.8% of total homeland security funding since fiscal 2002, but has grown 124.0% since first awards were made in fiscal 2005. Most recently, IPP is comprised of five separate grant programs:

- **Port Security Grant Program (PSGP):** provides funding to protect critical port infrastructure from terrorism, enhance maritime domain awareness, protect against improvised explosive devices and other non-conventional weapons, conduct training and exercises, and support implementation of the Transportation Worker Identification Credential. Nearly 100

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ports are eligible to receive a portion of PSGP funding, although some port areas have been regionalized to reflect shared risk, geographic proximity, and common waterways. Funds are allocated based on risk and competition. PSGP is the largest IPP grant; funding since fiscal 2005 totals \$1.3 billion. Federal fiscal 2009 funding is \$388.6 million.

- **Transit Security Grant Program (TSGP):** supports protection of critical infrastructure from terrorism, especially explosives and non-conventional threats that would cause major disruption to commerce and loss of life. Funds are provided to owners and operators of major critical infrastructure, including rail, intra-city bus, ferry systems, and Amtrak. For the highest-risk urban areas, funding is provided as a regional allocation; other areas receive funding on a competitive basis. This is the second largest IPP grant, totaling \$1.2 billion in spending since fiscal 2005. Federal fiscal 2009 funding is \$388.6 million.
- **Intercity Bus Security Grants (IBSG):** provides funding to create a sustainable program for the protection of intercity bus systems and the traveling public from terrorism in UASI areas. IBSG attempts to assist owners and operators of fixed-route intercity and charter bus services in preparedness planning, facility security upgrades, and vehicle and driver protection. Funding for the IBSG since fiscal 2005 totals \$53.6 million; federal fiscal 2009 funding is \$11.7 million.
- **Trucking Security Program (TSP):** provides funding to identify and recruit highway professionals to actively participate in anti-terrorism and security awareness programs, as well as implement program training and 24/7 call center support. Funding for this program totals \$39.7 million since fiscal 2006; federal fiscal 2009 funding is \$7.8 million.
- **Buffer Zone Protection Program (BZPP):** provides grant funding to increase preparedness capabilities of jurisdictions responsible for safeguarding critical infrastructure sites and key resource assets, such as chemical facilities and nuclear power plants, through planning and equipment acquisition. BZPP funded sites are pre-designated from within 49 states. Funding for BZPP since fiscal 2005 totals \$309.9 million; federal fiscal 2009 awards total \$48.6 million.

### **Emergency Management Performance Grant**

The smallest of the three programs is the Emergency Management Performance Grant, which includes only EMPG. EMPG is designed to assist in the development, maintenance, and improvement of state and local emergency management capabilities. It provides support to state and local governments to achieve measurable results in key functional areas of emergency management.

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Only a designated State Administrative Agency (SAA) is eligible to receive EMPG funds from the federal government. Each state will receive a base amount of 0.75% of the total available grant funding. Distribution of the funds from states to localities is at the discretion of the SAA. There is a 50% state matching requirement for this program of cash or in-kind match. Since fiscal 2002, approximately \$1.7 billion has been provided for EMPG. Federal fiscal 2009 funding is \$306.0 million.

### **Changes to DHS Grant Guidelines**

DHS has made few, but significant, changes to the guidelines for awarding homeland security grants since fiscal 2007. The department is identifying funding priorities each year that states and urban areas should be tailoring their investments to. In addition, in fiscal 2009, DHS began announcing target grant allocations for states and urban areas for SHSP and IPP grants prior to submission of an application. This helps to provide a more narrow focus for priorities, thus targeting funding to where significant gaps have been identified. It also allows states to submit investment justifications that reflect available resources.

At the same time that the department is targeting funding priorities, it is providing more flexibility for utilizing the grant funding. DHS loosened restrictions on personnel expenses, allowing up to 50% of homeland security grant funding to be used for personnel. In addition, the three-year limit on funding intelligence analysts was eliminated. Construction and renovation expenses for Emergency Operation Centers are now an allowable expense, and the 25% local-match requirement for rail, transit, and port security aid has been eased.

**The Governor's Office of Homeland Security should comment on how changes in the grant guidelines will impact Maryland's use of DHS grant funding.**

## **Maryland’s Homeland Security Allocations and Expenditures**

### **Maryland’s 2008 Homeland Security Grant Application Process**

According to the Governor’s Office of Homeland Security (GOHS), Maryland’s fiscal 2008 homeland security grant application was a multi-step, multi-month process that was designed to afford maximum opportunity for local and State stakeholder involvement. The first step entailed the completion of a needs survey by local jurisdictions. The survey was compiled by local emergency managers after consultation and coordination with the members of their respective first response communities. Simultaneously, with information gathering at the local level, there was a similar initiative conducted by the Joint Executive Committee under the aegis of the GOHS, whereby members of State agencies were afforded an opportunity to identify and submit their needs for the upcoming grant cycle. Upon completion of local and State agency surveys, the staff of the Maryland Emergency Management Agency (MEMA), in coordination with the staff of the Governor’s Office of Homeland Security, began the process of preparing supporting Investment Justifications (IJ) to capture and detail local and State needs by priority and type. The overarching framework for IJ development was the Governor’s Twelve Core Capacities which has evolved into the State’s updated Homeland Security Strategy. Once completed, the application was circulated amongst contributing local jurisdictions and State agencies for their final review and comment.

The 2008 HSGP application included IJs totaling \$66,956,673. The investment areas were Interoperable Communications; Critical Infrastructure Protection; Program Management/Regional Planning; Exercises and Training; Law Enforcement Intelligence Gathering and Information Sharing; Chemical, Biological, Radiological/Nuclear, and Explosive Incident; Detection, Response, and Decontamination; Medical Response Capabilities; and Capability Preservation.

Paralleling the State’s Homeland Security Grant application process was the fiscal 2008 Urban Area Security Initiative application. This effort was overseen by the Baltimore Urban Area Working Group (UAWG). The UAWG consists of representatives from Anne Arundel, Baltimore, Carroll, Harford, and Howard counties and the cities of Annapolis and Baltimore. Concurrently, while the Baltimore UAWG was in the process of developing its grant application, members of Montgomery and Prince George’s counties were collaborating with the National Capital Region UAWG in preparation of that region’s UASI application. Both UAWGs were focused on identifying regional needs as well as the development of IJs to capture specific project requirements aimed at addressing those needs. According to the GOHS, over 80% of Maryland’s citizens live within a UASI jurisdiction. The office reports that throughout the entire process, in an effort to ensure that both grants were complementary, there was continued coordination between the State Homeland Security Grant Program application writers. Once completed, the UASI application was forwarded to the State for inclusion in the Homeland Security Grant application packet.

## State Homeland Security Grant Program

**Exhibit 2** shows the most prominent federal programs and level of funds awarded to the State by the U.S. Department of Homeland Security by federal fiscal year. As shown, federal homeland security funding has decreased by 3.4% annually since fiscal 2007. With the exception of the Law Enforcement Terrorism Prevention Grant and the UASI grants, funding through the most prominent federal programs has increased.

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**Exhibit 2**  
**Maryland Homeland Security Funding**  
**Federal Fiscal 2007-2009 Awards**  
**(\$ in Millions)**

<u>Program</u>	<u>Actual</u> <u>2007</u>	<u>Actual</u> <u>2008</u>	<u>Est.</u> <u>2009</u>	<u>Annual Percent</u> <u>Change 2007-2009</u>
State Homeland Security Grant	\$11.8	\$18.0	\$17.1	20.4%
Law Enforcement Terrorism Prevention	8.4	n/a	n/a	n/a
Citizen Corps Grant	0.3	0.3	0.3	0.0%
Metropolitan Medical Response System	0.3	0.3	0.3	0.0%
Emergency Management Program Grant	4.6	5.4	5.7	11.3%
Urban Area Security Initiative (Central MD)	11.9	11.6	11.0	-3.9%
Urban Area Security Initiative (National Capital)	61.7	59.8	58.0	-3.0%
<b>Total</b>	<b>\$99.0</b>	<b>\$95.4</b>	<b>\$92.4</b>	<b>-3.4%</b>

n/a: grant was discontinued

Note: Homeland Security funding does not include grants under the Infrastructure Protection Program.

Source: Governor's Office of Homeland Security

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The bulk of federal funding is provided through the Homeland Security Grant Program. According to federal guidelines, at least 80% of Homeland Security Grant Program funding within the SHSP, LETPP, and CPP programs must be passed through to local jurisdictions as the entities most likely to be first responders in emergency situations. **Exhibit 3** shows the three major grant programs from DHS and the award distribution to localities in federal fiscal 2008. The remaining 20% is retained by MEMA for administrative expenses or in-house homeland security programs or is passed through to other State agencies for statewide homeland security initiatives.

**Exhibit 3**  
**Homeland Security Grant Program**  
**Federal Fiscal 2008 Awards**  
**Local Share**

	<b>State Homeland Security Grant <u>Program</u></b>	<b>Citizen Corps <u>Grant</u></b>	<b><u>Total</u></b>
Allegany	\$276,559	\$6,500	\$283,059
Annapolis	404,763	0*	404,763
Anne Arundel	1,108,507	15,000	1,123,507
Baltimore City	2,320,955	11,000	2,331,955
Baltimore	1,234,797	16,000	1,250,797
Calvert	312,201	6,000	318,201
Caroline	257,522	6,000	263,522
Carroll	381,462	10,000	391,462
Cecil	429,691	6,000	435,691
Charles	382,857	7,000	389,857
Dorchester	272,974	10,500	283,474
Frederick	597,652	15,500	613,152
Garrett	183,077	2,000	185,077
Harford	656,664	10,000	666,664
Howard	707,358	15,000	722,358
Kent	287,528	3,000	290,528
Montgomery	1,265,084	10,000	1,275,084
Ocean City	400,531	2,000	402,531
Prince George's	1,288,862	16,000	1,304,862
Queen Anne's	282,369	6,000	288,369
St. Mary's	287,208	6,000	293,208
Somerset	231,084	6,500	237,584
Talbot	262,375	7,000	269,375
Washington	405,490	15,500	420,990
Wicomico	465,064	2,000	467,064
Worcester	397,786	6,000	403,786
<b>Total</b>	<b>\$15,100,420</b>	<b>\$216,500</b>	<b>\$15,316,920</b>

\*Annapolis shares its award with Anne Arundel County

Source: Governor's Office of Homeland Security; Maryland Emergency Management Agency

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The Urban Area Security Initiative Program is also considered part of the Homeland Security Grant Program; however, funds are only allocated to urban areas within the State. Maryland has two designated UASI areas (1) Central Maryland, including Baltimore City; Annapolis; and Baltimore, Anne Arundel, Howard, Harford, and Carroll counties; and (2) the National Capital Region, including Montgomery and Prince George’s counties. **Exhibit 4** shows the difference in award funding between the Central and National Capital Region for federal fiscal 2008.

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**Exhibit 4**  
**Urban Area Security Initiative Awards**  
**Federal Fiscal 2008**

Central Region

Local Share	\$11,269,213
State Share	283,287
<b>Total</b>	<b>\$11,552,500</b>

National Capital Region (NCR)

Regional Projects for NCR	\$47,840,400
Virginia	3,388,695
Maryland*	3,388,695
District of Columbia	3,388,695
Administrative	1,794,015
<b>Total</b>	<b>\$59,800,500</b>

\*Of this amount, approximately \$3.1 million is allocated to Montgomery and Prince George’s counties.

Source: Governor’s Office of Homeland Security

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Some of Maryland’s share of the National Capital Region (NCR) funds is forwarded back to Montgomery and Prince George’s counties for statewide initiatives. While the amount of NCR funding has declined since federal fiscal 2006, the amount of funding under the central region UASI program has increased during this same time frame.

Other funds are available under this program for non-governmental organizations. Federal fiscal 2008 awards for such organizations are shown in **Appendix 1**.

**Emergency Performance Grants**

The Emergency Management Performance Grant predates the concept of homeland security. It provides funding to develop emergency management systems that encourage partnerships among government business, volunteer, and community organizations. The distribution of the grant to localities is at the discretion of MEMA. **Exhibit 5** shows the distribution of the federal fiscal 2008 awards.

**Exhibit 5**  
**Emergency Management Performance Grants**  
**Federal Fiscal 2008 Awards**  
**Local Share**

<u>County</u>	<u>Total Award</u>
Allegany	\$66,045
Annapolis	57,840
Anne Arundel	164,586
Baltimore City	192,718
Baltimore County	226,462
Calvert	69,993
Caroline	57,064
Carroll	88,569
Cecil	72,465
Charles	81,286
Dorchester	56,892
Frederick	100,973
Garrett	56,445
Harford	169,129
Howard	111,220
Kent	54,266
Montgomery	262,038
Ocean City	67,236
Prince George's	240,608
Queen Anne's	60,244
St. Mary's	97,121
Somerset	55,632
Talbot	57,810
Washington	82,071
Wicomico	70,242
Worcester	59,341
<b>Total</b>	<b>\$2,678,296</b>

Source: Maryland Emergency Management Agency

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MEMA is distributing approximately \$2.7 million of the \$5.4 million award under the EMPG. The vast majority of the funds that MEMA retains are earmarked for MEMA's operating expenses. In the role as SAA, MEMA works with local jurisdictions and other grantees to fulfill grant requirements.

### **Other DHS Awards**

As mentioned above, DHS awards grants outside of the State Homeland Security Grant Program. **Exhibit 6** shows the various grants, award amount, and the recipient for those awarded in federal fiscal 2008.

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#### **Exhibit 6 Other Department of Homeland Security Grant Programs Federal Fiscal 2008 Awards**

<u>Grant Program</u>	<u>Award</u>	<u>Recipient(s)</u>
Buffer Zone	\$1,791,000	Anne Arundel, Baltimore, Montgomery, and Prince George's counties and Baltimore City
Rail Transit Security*	14,070,369	Maryland Transit Administration
Port Grant	6,400,000	Local awards to be announced by summer 2009

\* Includes \$500,000 for Greater National Capital Region Transit Watch Ridership Security Awareness Program

Source: Governor's Office of Homeland Security

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### **Maryland Department of Transportation**

Transit safety is increasingly becoming a focus of homeland security strategies. Although the Maryland Department of Transportation (MDOT) did not receive funding from the U.S. DHS for homeland security-related activities in federal fiscal 2008, the department anticipates receiving a portion of the National Capital Region Grant for this purpose. Approximately \$38.0 million of the UASI National Capital Region Grant is allocated toward transportation projects. Of this amount, the Maryland Transit Administration is expected to receive approximately \$14.0 million for seven projects.

Since September 2001, the department has received a total of \$60.8 million in federal funding (across all modes) for 80 homeland security-related projects.

## **Department of Health and Mental Hygiene**

The Department of Health and Mental Hygiene (DHMH) plays a critical role in the State's ability to respond to emergency situations. The vast majority of the federal funding that is anticipated comprises federal grants from the Centers for Disease Control and Prevention and the Health Resources and Services Administration. **Exhibit 7** shows the actual fiscal 2008 programmatic funding for the department. Part of the funding is distributed to hospitals, and part of the funding, as shown in **Exhibit 8**, is distributed to local health departments.

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### **Exhibit 7 Federal Homeland Security Spending by DHMH Allocation to Maryland**

<b><u>Category</u></b>	<b><u>2008</u></b>
Public Health Emergency Preparedness	\$11,206,605
City Readiness Initiatives	1,649,106
Hospital Preparedness Grants	7,305,500
<b>Totals</b>	<b>\$20,161,211</b>

DHMH: Department of Health and Mental Hygiene

Source: Governor's Office of Homeland Security

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**Exhibit 8  
DHMH Preparedness Grants  
Fiscal 2008**

<b>Local Health Departments/ AcuteCare Hospitals</b>	<b>Hospital Preparedness Program</b>	<b>Public Health Emergency Preparedness</b>	<b>CRI Grant</b>	<b>Total</b>
Allegany	\$200,000	\$204,000	\$0	\$404,000
Anne Arundel	200,000	450,166	85,000	735,166
Baltimore City	1,100,000	598,060	85,000	1,783,060
Baltimore County	400,000	512,181	85,000	997,181
Calvert	100,000	210,580	74,196	384,776
Caroline	0	180,067	0	180,067
Carroll	100,000	254,500	85,000	439,500
Cecil	100,000	215,420	29,334	344,754
Charles	100,000	238,192	82,599	420,791
Dorchester	100,000	179,933	0	279,933
Frederick	100,000	285,069	96,158	481,227
Garrett	100,000	189,328	0	289,328
Harford	200,000	293,853	85,000	578,853
Howard	100,000	314,626	85,000	499,626
Kent	100,000	173,889	0	273,889
Montgomery	500,000	685,208	209,779	1,394,987
Prince George's	500,000	638,608	193,359	1,331,967
Queen Anne's	0	187,696	42,500	230,196
St. Mary's	100,000	207,146	0	307,146
Somerset	100,000	184,777	0	284,777
Talbot	100,000	182,294	0	282,294
Washington	100,000	238,683	0	338,683
Wicomico	100,000	212,182	0	312,182
Worcester	100,000	226,362	0	326,362
Regional Projects	0	0	231,181	231,181
State Allocation	1,478,282	3,924,067	180,000	5,582,349
State Facilities	460,800	0	0	460,800
Department of Agriculture	0	72,000	0	72,000
Department of Aging	0	67,500	0	67,500
Department of Disabilities	0	80,218	0	80,218
Mid Atlantic Assoc. of Community Health Centers	205,618	0	0	205,618
MIEMSS	460,800	0	0	460,800
Poison Control Centers	100,000	0	0	100,000
<b>Total</b>	<b>\$7,305,500</b>	<b>\$11,206,605</b>	<b>\$1,649,106</b>	<b>\$20,161,211</b>

CRI: Cities Readiness Initiative

DHMH: Department of Mental Health and Hygiene

MIEMSS: Maryland Institute for Emergency Medical Services Systems

Source: Governor's Office of Homeland Security

## **Maryland’s Homeland Security Structure to Date**

### **Governor’s Office of Homeland Security**

On June 23, 2003, the Ehrlich Administration established the Governor’s Office of Homeland Security. It was created to serve as one of the Governor’s primary sources of information and advice on homeland security matters. In addition to being a conduit of information to the Governor, the office’s goal is to coordinate State resource use to ensure that Maryland’s homeland security funding is being spent as effectively and efficiently as possible. The office works with federal, State, and local governments to secure federal funding. The stated mission of the office is: *To provide emergency management and terrorism prevention services to the citizens of Maryland through an All Hazards Approach that builds on the creative coordination of existing State functions and local resources such as emergency management, law enforcement, fire, and communications.*

The office facilitated the content and production of Maryland’s *Strategic Goals and Objections for Homeland Security* and is responsible for the annual report on homeland security. The director of GOHS reports directly to the Governor. The office is housed within the Governor’s Office and does not have its own budget or performance measures. The office is currently comprised of two positions, the Governor’s Homeland Security Advisor and a special assistant.

### **Governor’s Emergency Management Advisory Council**

The Governor’s Emergency Management Advisory Council (GEMAC) has emerged as one of the Governor’s primary advisory bodies on homeland security issues. GEMAC started in 1950 as the Civil Defense Advisory Council (Chapter 563 of 1949). It became the Emergency Management Advisory Council in 1981 (Chapter 505 of 1981). The council advises the Governor on matters of State emergency management and civil defense. The council is appointed by the Governor and includes representatives from State and local government and volunteer organizations, such as firefighters and rescue squads. It is coordinated by the director of GOHS and currently has 24 members.

### **Governor’s Joint Executive Committee for Homeland Security**

In 2007, the Governor established a Joint Executive Committee (JEC) on homeland security. The committee, which is chaired by the Governor’s Homeland Security Advisor, is charged with implementing the Governor’s homeland security policy directives. The committee also serves as the action arm for the Security Integration Sub-Cabinet<sup>1</sup> on homeland security issues.

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<sup>1</sup> The Security Integration Sub-Cabinet, which is chaired by the Governor, is comprised of the heads of agencies with responsibility for public safety, homeland security, and emergency management.

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As will be discussed later in the analysis, the Governor has identified Twelve Core Goals for Homeland Security. In order to manage and implement the Governor's Twelve Core Goals for Homeland Security, the JEC is further divided into four sub-groups. The sub-groups are chaired by JEC representatives from the State agencies that have lead responsibility for each goal. Each group attends a monthly meeting with the Governor's Homeland Security Advisor.

### **Maryland Coordination and Analysis Center**

In November 2003, the Maryland Coordination and Analysis Center (MCAC) began the work of coordinating the efforts of federal, State, and local agencies to gather, analyze, and share intelligence information with law enforcement, public health, and emergency responder personnel. MCAC will coordinate intelligence to reduce duplicate and contradictory reporting and identify patterns and trends specific to Maryland that may not be apparent outside of a coordinated analysis.

MCAC also has a 24/7 watch center with the ability to provide local law enforcement the mechanism to check names, addresses, vehicles, locations, and other vital data through all available federal, State, and local databases. The watch center also is able to provide immediate terrorism threat information. The center is funded through a federal grant through the federally created Anti-Terrorism Advisory Council.

### **Maryland Emergency Management Agency**

The Maryland Emergency Management Agency was created by the Maryland legislature to ensure that the State is prepared to deal with large-scale emergencies. MEMA is responsible for coordinating Maryland's response to any major emergency or disaster. This includes supporting local government, coordinating assistance with the Federal Emergency Management Agency, and coordinating assistance as needed with other federal partners. The emergency response functions, which are performed by MEMA professionals, are to:

- support local governments as needed or requested;
- coordinate federal assistance;
- research, write, implement, and review emergency plans and procedures; and
- train emergency personnel and conduct statewide exercises.

While MEMA is part of the Maryland Military Department and under the authority of the Adjutant General, during emergencies the Governor may assume direct authority over the agency. In an emergency, the Executive Director of MEMA reports directly to the Governor.

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Additionally, an important role of the agency is as the federally designated SAA. SAAs are the designated point of contact for the U.S. Department of Homeland Security. SAA applies for and administers most of the grants awarded by the federal department.

### **Maryland Joint Operations Center**

The Maryland Joint Operations Center's (MJOC) mission is to assist local emergency managers, government officials, and National Guard installations in obtaining needed resources and logistical support. Additionally, the MJOC is responsible for supporting the collection and dissemination of incident data, threat information, and operational statistics while also serving as a single point of contact for emergency management and National Guard operations within the State of Maryland. Currently, the MJOC, which is located at Camp Fettered, is housed within MEMA. Currently, the MJOC operates 24-hours a day and is staffed by personnel from MEMA and the Maryland National Guard.

### **Maryland State Police – Homeland Security and Intelligence Bureau**

The Homeland Security and Intelligence Bureau (HSIB) formulates and disseminates intelligence pertaining to the security of Maryland's citizens and infrastructure. HSIB works with law enforcement agencies and private and public organizations to minimize the threat of terrorist attacks.

### **Department of Health and Mental Hygiene**

DHMH is responsible for the planning, preparation, and response to incidents that have a health impact. The department oversees vaccine inventories, disease tracking and surveillance, volunteer networks of medical professionals, and laboratory work. The department is a significant recipient of federal homeland security funds and also serves as a major pass through agency for funding hospitals and local health boards. The Secretary reports directly to the Governor.

The Office of Preparedness and Response (OPR) is responsible for overseeing programs that enhance State and local preparedness activities. The purpose of this office is to establish a process for the strategic leadership, direction, coordination, and assessment of activities that ensure State and local readiness. Further, interagency collaboration and preparedness for bioterrorism, other health threats, and emergencies are key aspects of the work conducted under the leadership of OPR.

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### **Other Agencies**

Other State agencies also fulfill roles related to homeland security. For example, the Department of Natural Resources' police provide general homeland security during the course of normal patrols of Maryland's waterways and remote areas, particularly those areas adjacent to identified critical infrastructure sites. The department also provides increased presence at sensitive maritime security sites and critical infrastructure during times of heightened alert levels and will provide assets to assist with mitigation and recovery efforts in the event of a terrorist attack or natural disaster.

MDOT also provides crucial homeland security support to ensure the safe operation of Maryland roadways, bridges, tunnels, railways, and transit systems. The department works to eliminate vulnerabilities within the State's transportation system; most notably at the Baltimore/Washington International Thurgood Marshall Airport and at the Helen Delich Bentley Port of Baltimore.

Additionally, MDOT, through the State Highway Administration (SHA), operates the Statewide Operations Center. The center operates 24 hours a day and provides constant traffic monitoring and allows for immediate incident response. The center also houses the State's Transportation Emergency Center that is activated during emergency situations

## **Maryland’s 12 Core Goals for Homeland Security Preparedness**

Homeland security and preparedness is the responsibility of every level of government and without a strong vision, coordinated progress is impossible. In an effort to create a single, coordinated vision in Maryland, in July 2007, the Administration introduced a set of 12 basic, core capacities that the State of Maryland, including first responders in every region should have. The 12 core goals for emergency preparedness are outlined below.

### **1. Interoperable Communications Capabilities**

Interoperable communications is the ability of public safety and service agencies to talk within and across entities and jurisdictions in real-time to prevent, protect against, respond to, and recover from major events. This initiative attempts to develop a continuous flow of critical information and enhance the multi-jurisdictional and multi-disciplinary public safety community during emergencies. First responders in every region will have access to a fully digital, trunked radio system which all response partners can access in order to transmit and receive voice data.

As will be discussed later in the analysis, MEMA’s fiscal 2010 allowance includes approximately \$23 million in federal funds for this initiative. Total fund availability in fiscal 2010 is \$47 million.

### **2. Intelligence/Information Sharing and Collaboration Capabilities**

This initiative intends to enhance the ability of law enforcement and other supporting disciplines to investigate, develop, and communicate intelligence over secure communications within local, regional, State, and federal government and expand communications to the private sector when needed. Law enforcement officers across the State will have the ability to transmit and receive law enforcement database information from the field and from regional and federal counterparts within every jurisdiction on a real-time basis.

### **3. Hazmat/Explosive Device Response**

This initiative is designed to enhance Maryland’s response to explosive devices. Under this initiative, every metropolitan region will have a Type I<sup>2</sup> bomb response team. Additionally, there will be a sufficient number of statewide units to provide mutual aid response in any jurisdiction within a minimal amount of time. All of these teams will be trained for both fire and law enforcement response.

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<sup>2</sup> A type I bomb response team is a National Bomb Squad Commanders Advisory Board accredited bomb squad capable of handling multiple/simultaneous incidents. All type I bomb response personnel must be certified bomb technicians that have successfully completed the Federal Bureau of Investigation Hazardous Devices School. Type I bomb teams must be trained and equipped to work in a chemical, biological, radiological, and nuclear environment.

#### **4. Personal Protective Equipment for First Responders**

Under this initiative, all police officers, firefighters, and emergency medical providers in every metropolitan region will have ready and immediate access to personal protective equipment, including at a minimum, some form of emergency airway protection, access to more advanced breathing apparatus and protective suits, medications and antidotes against common weapons of mass destruction agents, and the training to use the equipment properly. All police officers, firefighters, and emergency medical providers in rural regions will have ready and immediate access to personal protective equipment appropriate to all local hazards.

#### **5. Biosurveillance**

This initiative is designed to enhance Maryland's preparedness for bioterrorism and other health threats. Every jurisdiction in the State will have access to a real-time, 24/7 statewide biosurveillance system that incorporates a wide span of data, including symptoms that are manifesting in emergency rooms and to paramedics, over-the-counter sales of pharmaceuticals, and in metropolitan areas, sensor-based data, such as air monitoring for chemical and radiological releases.

#### **6. Vulnerability Assessment**

The goal of this initiative is to identify, prioritize, assess, and mitigate vulnerabilities in Maryland's infrastructure. Every region in Maryland will have a comprehensive all-hazards threat and vulnerability assessment in place and fully updated every three years, including an assessment and inventory of critical infrastructure in the region. Maryland will have a complete inventory of critical infrastructure; including assets controlled by the private sector and other potential targets, such as communities and populations of interest. This inventory will include a regularly updated assessment of specific vulnerabilities so as to identify any gaps where funds should be invested to address the most vulnerable and at-risk targets.

#### **7. Exercise Evaluation and Training**

This initiative aims to continue the development and implementation of statewide exercise evaluation, training, and improvement planning capabilities, in order to strengthen Maryland's all-hazards preparedness. Every region in Maryland will have a fully funded program of annual training and preparedness exercises that address the most likely hazards and threats for that area, including drills with partner jurisdictions that often provide mutual aid. The program will include refresher training on specialized and personal protective equipment and exercise in core competency areas such as the use of interoperable communications equipment.

## **8. Closed Circuit Television Network**

This initiative is designed to ensure that Maryland has a robust closed circuit television (CCTV) network to secure critical infrastructure such as power and water treatment plants and to provide the ability to monitor events in real-time via means such as highway cameras to aid in evacuation control, and patrol car, helicopter, and marine unit downlinks to aid in incident response. Images will be able to be transmitted via Internet protocol in order to be portable to and from key local and State facilities, such as emergency operations centers and mobile command posts.

## **9. Mass Casualty/Hospital Surge**

Under this initiative, every region in Maryland will have the equipment, supplies, and training to respond to a mass casualty event or via close-at-hand mutual aid, including events requiring mass decontamination. Maryland will have pre-identified surge plans from area hospitals, public health, and emergency medical services (EMS) that identify likely gaps in resources, a statewide information system between hospitals, public health, and EMS, supply stockpiles, and emergency plans for alternate treatment, such as temporary field hospitals.

## **10. Planning**

This initiative is designed to ensure that every region in Maryland has the capacity to develop plans that involve conducting no-notice and advance notice evacuations of its population, including special needs individuals, persons without transportation, as well as vulnerable facilities such as hospitals, nursing homes, and assisted living centers and in conjunction with partners, access to the equipment and personnel and supplies to carry out these plans. Every region should have plans and the capacity to set up mass shelters, including accommodations for special needs populations and pets. Plans will be shared and coordinated regionally and exercised annually.

## **11. Backup Power and Communications**

Every region in Maryland will have an inventory of pre-identified critical facilities, including privately owned facilities such as gas stations, and an up-to-date assessment of their backup power capabilities. The most critical facilities should receive permanent backup generators or be prewired for power from mobile units. A stockpile of publicly owned or an inventory of privately owned generators should be maintained. Every region will have a backup 9-1-1 system, whether it is an alternate facility or the means to roll calls over to a neighboring jurisdiction.

## **12. Transportation Security**

Maryland's water ports, airports, train stations, subways, and rail lines should be fully hardened against attack with permanent physical countermeasures such as CCTV, lighting, and fencing. Each should receive regular and randomly assigned heightened attention from covert and overt patrols by local equipment needed to operate in unique environments, such as radios capable of operating underground and extended life breathing apparatus, and participate in annual on-scene exercises involving likely threat scenarios.

## **Maryland’s Roadmap for Improved Emergency Preparedness**

In November 2007, the Administration hired a consultant to provide an independent assessment of MEMA and Maryland’s overall level of emergency preparedness. The purpose of the assessment was to identify opportunities for improvement and to provide specific recommendations to improve Maryland’s safety and preparedness. Rather than simply provide a final report, the Administration requested that the consultant identify issues on an ongoing basis so that these issues could be acted upon immediately. The report, as summarized below, was released in January 2009.

### **The Assessment**

In order to respond to the Administration’s request, the consultant interviewed representatives from designated stakeholder groups and conducted a series of conference calls with key internal and external stakeholders. The consultant also collected information regarding the status of current best practices in emergency preparedness, as well as discovering stakeholders’ perceptions of gaps in emergency response and coordination. As a result of these inquiries, the consultant was able to identify key findings and recommendations for the purpose of strengthening Maryland’s homeland security structure, organization, and statutory framework for emergency management and homeland security in the State. The consultant’s assessment included the review of the following deliverables:

- the formal relationships and assigned responsibilities of MEMA, the Maryland National Guard (MNG), and the Governor’s Office of Homeland Security (GOHS);
- the organizational structure of MEMA, MNG, GOHS, and the Maryland State Police (MSP);
- the State of Maryland Emergency Operations Plan (EOP) for operational effectiveness and sustainability;
- the Emergency Support Function (ESF) Annexes to the State’s basic plan against industry best practices and recommendations to strengthen the viability of ESFs in order for them to be sustainable, operational, actionable, and flexible;
- Maryland’s current catastrophic disaster planning capabilities and recommendations for improving the long-term sustainability of Maryland’s catastrophic disaster plans;
- Maryland’s Homeland Security Fusion Center and recommendations for improved collection, analysis, and sharing of information; and
- Maryland’s National Infrastructure Protection Program to facilitate efforts enhancing the current status of critical infrastructure/key resource protection including the State’s utilities, health, agriculture and inter-modal (rail, maritime, air, surface, transportation) infrastructure.

## **Recommendations**

The report included several recommendations, many of which are outlined below.

### **Clearly Delineate the Role of MEMA**

Although the Governor’s Office of Homeland Security was created by executive order in 2003 to “provide emergency management and terrorism prevention services to the citizens of Maryland through an all-hazards approach<sup>3</sup>,” MEMA, which has been part of the Military Department since 1989, is the organization responsible for disaster mitigation, response, and recovery in Maryland. As such, MEMA still considers itself “responsible for coordinating the State response in any major emergency or disasters.”

The report notes that information obtained from State and local emergency managers revealed that there is confusion with regard to who is in charge of certain aspects of emergency management and homeland security. The report notes that the current structure and organization of MEMA fails to delineate the lines of responsibility between the Military Department, homeland security, and emergency management. Such delineation is necessary to allow for increased productivity, sustainability of operations during catastrophic events, and for the overall efficiency of the State.

The report recommended that the Administration consider drafting executive orders or new legislation that clearly delineates the lines of authority for each agency and/or individual responsible for directing and managing the response to both natural and man-made disasters. Doing so will ensure that local emergency managers are clear on the appropriate chain of command.

### **MEMA Structure, Organization, and Compensation**

According to the report, there is significant potential for confusion between the roles and responsibilities of MEMA, the National Guard, and GOHS during an emergency or catastrophic event. As such, the importance of MEMA’s role in preparing for, responding to, and recovering from an emergency disaster should be emphasized. The report notes that consideration should be given to making MEMA a cabinet level agency that would report directly to an existing deputy chief of staff for a more direct line of reporting to the Governor (**See Appendix 2**). In the interim, it is recommended that the Governor issue an executive order establishing a newly created Office of Emergency Management within the Office of the Governor (**See Appendix 3**). The Office of Emergency Management should be focused on redefining how homeland security and emergency functions strategically work together to strengthen public safety in Maryland.

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<sup>3</sup> The All-Hazards Planning Approach is a more efficient and effective way to prepare for emergencies. Rather than managing planning initiatives for a multitude of threat scenarios, All-Hazards Planning focuses on developing capacities and capabilities that are critical to preparedness for a full spectrum of emergencies or disasters.

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Due to the unique core competencies required to assure effective and efficient emergency management operations, the report recommends that consideration be given to amending the State of Maryland personnel classification system to create a class system specifically for emergency program managers. This will allow MEMA to hire knowledgeable and qualified emergency management professionals that will be adequately compensated for their professional experience and skills. According to the report, the agency's reliance on the University of Maryland for supplemental emergency response personnel and human resources should be re-evaluated as it does not allow for agency sustainability.

### **Other Recommendations Regarding MEMA**

The report provides the following additional recommendations regarding MEMA:

- ***Communication and Coordination with Local Government:*** MEMA should make outreach to its constituencies and key stakeholders the highest priority. While the establishment of regional administrators has significantly helped in this effort, the program needs continued refinement. All of the regional administrators should be experienced, trained, and qualified professionals that serve as direct liaisons between MEMA leadership and local government officials. This will increase MEMA's ability to respond directly to the emergency management needs of municipalities and counties as well as efficiently resolve critical issues.
- ***Information Technology:*** MEMA should develop redundant technologically and non-technologically based systems for management of emergencies and overall communications with municipal, county, and State government agencies. MEMA also needs to designate alternate facilities for the State Emergency Operations Center (EOC) rather than relying on one software system to link all resources and personnel from multiple locations should the primary EOC location be unavailable.
- ***Strategic Planning for Emergency Management:*** MEMA should provide adequate vision and direction for emergency management and homeland security to the Office of the Governor in support of the Governor's established strategic priorities. MEMA should be directed to facilitate a statewide collaborative process for developing a strategic vision and implementation plan for emergency management preparedness and homeland security protection. The planning process should be as comprehensive as possible to ensure that all directives and initiatives are focused as outlined by a strategic vision and implementation plan.
- ***Centralized Planning Office:*** MEMA should re-establish a centralized planning office with the responsibility for making the State emergency planning process more inclusive of local and State government agencies. This office should also have adequate staffing capacity to review statewide emergency plans, policies, and procedures for compliance, coordination, and standardization.

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- **Long-term Funding:** MEMA, working with the Executive Branch, should explore and identify direct and sustainable funding sources for emergency management. This will not only emphasize the importance of emergency preparedness, but also allow for the sustainability of the State's emergency management program. Strategic planning priorities should be developed around a sustainable funding source for efficient and effective implementation.
- **Training and Exercises:** MEMA needs to expand its Training and Exercises Division to allow for sustained and comprehensive training and exercise opportunities. MEMA should be more than the central coordination point for information regarding training sessions and exercises. The agency should instead work to develop training curricula based on a formal task analysis that identifies certain competencies in order to be effective. Staffing and capacity should be sufficient to facilitate these sessions. There is also a specific need to develop and deliver training for elected officials to help them understand their roles, responsibilities, and authority to address crisis in their communities.

### **Better Dissemination of Information at the Maryland Joint Operations Center**

MEMA created the MJOC with an all-hazards perspective to share data with first responders and public agencies with emergency roles and responsibilities throughout the State of Maryland. The center operates 24 hours a day, 7 days a week and is staffed by the National Guard and civilian personnel. In addition to serving as a communications hub for emergency responders across the State, MJOC monitors international, federal, State, and local events and alerts to be able to assist decisionmakers in Maryland when a situation warrants.

According to the report, while MJOC proactively gathers information from multiple information sources to disseminate to first responders and public agencies, the type of information that is collected and the appropriateness of the time it is disseminated have resulted, at times, in conflict with the mission and responsibilities of other State agencies and departments. MJOC should work to strengthen its relationships with other agencies and departments within the State of Maryland in an effort to better facilitate the sharing of information. MJOC should not only be proactively gathering information, but should also be receiving information from its internal and external stakeholders. This type of communication will allow for an improved understanding of when and how it is appropriate to distribute information to the first responder and emergency management communities.

## **Better Coordination Between the Maryland Joint Operations Center and the Maryland Coordination and Analysis Center**

The report also notes that the roles and responsibilities of the MCAC and MJOC in receiving and distributing information need to be clarified. Clear and concise unified standard operating procedures need to be developed for information sharing between MCAC and MJOC and with other public and private entities. The flow of information and notification for threats and emergencies needs to be delineated. Senior leadership at MCAC and MJOC should meet regularly to help ensure that critical information is being shared, coordinated, and disseminated appropriately between the two entities in an effort to sustain a common operational picture.

### **Emergency Plans, Policies, and Procedures Assessment**

To conduct an assessment of the State's Emergency Operations Plan (EOP) and its emergency support functions, the consultant utilized a *Crosswalk Worksheet Gap Analysis*, specifically designed to review emergency plans, policies, and procedures against current federal program guidelines and generally accepted planning standards. The EOP was reviewed against 100 critical planning areas using federal guidance and other similar planning standards.

Maryland's current EOP was developed in 2002. Since that time, the document has been revised annually; the current version of which is dated October 2007. Maryland's EOP is divided into eight elements: (1) the basic plan, response plan; (2) emergency operations; (3) responsibilities; (4) recovery planning; (5) hazard mitigation plan; (6) continuity of operations; (7) specialized plans; and (8) appendices. Below is a synopsis of some of the more critical concerns and recommendations. However, it should be noted that the hazard mitigation plan, continuity of operations program, and specialized plans were not reviewed as part of the consultant's assessment.

### **Findings and Recommendations**

The following findings and recommendations pertaining to Maryland's EOP were noted in the report:

- **Consultant Finding:** The State EOP must serve as the authoritative document to define policy and systems for statewide emergency operations. All disaster response and recovery partners, State leadership, and departmental executives should have a clear understanding of EOP's focus and scope and the responsibilities being delegated.

**Consultant Recommendation:** The purpose and scope of EOP should be clarified via a *Promulgation Statement*. The EOP is in need of a strong promulgation statement that establishes the document's scope and grants the authority to carry out specific functions. The statement and basic plan concept of operations section should be used to delegate authority to the MEMA Director and State agencies to act and coordinate disaster response and recovery operations.

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- **Consultant Finding:** The defined command and management structure is not consistent with the standards of the National Incident Management System (NIMS). The basic plan, response plan, and several ESF's have inconsistent and conflicting command and management statements. As such, they need to be revised.

**Consultant Recommendation:** NIMS provides several structures for command and management. While incident management systems (ICS) are used for field operations and tactical response, multi-agency coordination systems are designed to link responders to policymakers and coordinate resources and support between agencies or jurisdictions. The State should develop and include a complete organizational chart, defining its multi-agency coordination system and ICS structure for large scale events. The basic plan concept of operations section should provide a mandate for all emergency management partners to use multi-agency coordination systems and ICS command and management structures in accordance with NIMS and the national response framework.

- **Consultant Finding:** The State EOP identifies and assigns roles and responsibilities to various State departments, agencies, and non-governmental organizations. The State EOP is divided into eight sections; however, many of the sections were added at different times and are not in a consistent format. All sections should be revised into a standard format. Many ESFs lack the depth to assure the structure and operational capability necessary to ensure the effective delivery of services and resources. In its current structure, the plan does not appear to be a viable policy and management tool to effectuate the State's strategy to respond to and recover from a disaster.

**Consultant Recommendation:** The State EOP should be revised to integrate the various sections into a standard format. The basic plan and response plan should be integrated into one comprehensive plan that defines the roles, responsibilities, policies, and mandates for all agencies involved in disaster options.

- **Consultant Finding:** Many local emergency operations plans and the State EOP do not include the identification or location of the State's vulnerable populations including the elderly. The resources of local governments would be quickly overwhelmed by such a demand. Given the size of this population and potential for the substantial impact on State and local resources, county and local emergency operations plans should be required to identify at-risk populations in their communities, and to include the elderly and/or those that have special needs in their emergency operations plans.

- **Consultant Recommendation:** According to the Maryland Department of Aging, there is an estimated population of one million elderly residing in the State. Given the potential demand on local and State resources during a disaster, Maryland should consider the development of a special needs services plan. The plan would catalog programs and establish procedures to

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assure services for the economically disadvantaged, those with physical or cognitive disabilities, and those with language barriers. Once developed, the data concerning these groups should be more easily and readily available at the State level.

- **Consultant Finding:** There are no elements of the State’s EOP plan designed to address a catastrophic event. The EOP plan should be revised to reflect the overarching responsibility of State government to assure the effective delivery of management services in times of crisis. Strategies for long-term sheltering and disaster recovery operations are necessary to be prepared for catastrophic events. The documentation places significant emphasis on working with local governments to provide for immediate needs and does not take into account the role of the State in catastrophic events that affect statewide systems.

**Consultant Recommendation:** The State has developed a Continuity of Operations/Continuity of Government Plan but should link its findings with the State EOP. While such a plan should outline the line of succession for each senior position to include elected leadership, department heads, and ESF leaders, ESF leadership should have continuity established within the primary organization that has lead responsibility.

- **Consultant Finding:** There is currently no mechanism within MEMA for the review of emergency plans, policies and procedures that are developed by State agencies, counties, and municipalities. Processes are not in place to ensure standardization and compliance with the requirements of NIMS and other federal/State emergency preparedness and operational guidelines. Also, there is no formal strategy in place to make the emergency planning process on the State level more inclusive of local government.

**Consultant Recommendation:** MEMA should re-establish a planning office with the responsibility for making the State emergency planning process more inclusive of municipal, county, and State government agencies. The office should also have an adequate staffing capacity to review statewide emergency plans, policies, and procedures for compliance, coordination, and standardization.

## **Maryland Coordination and Analysis Center Assessment**

A fusion center is defined as a “collaborative effort of two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing their ability to detect, prevent, investigate, and respond to criminal terrorist activity.” The rise of fusion centers came about, in part, because the federal government placed much of the responsibility for homeland security on State governments. Many states view fusion centers as a necessary tool for meeting this change. In fact, fusion centers are now operating in 42 states, including the District of Columbia. More specifically, state and federal representatives input a broad spectrum of information into a fusion center’s database. The data pool is then drawn on to form a clearer picture of threats facing each state.

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In support of federal anti-terrorism activities in the national capital region, the U.S. Attorney's Office for the State of Maryland established MCAC in 2003 with the support of representatives from over 24 State and federal agencies. The primary function of MCAC is to provide analytical support for all federal, State, and local agencies involved in law enforcement, public health and welfare, public safety, and homeland security in Maryland.

### **Findings and Recommendations**

The following findings and recommendations were noted with regard to MCAC:

- **Consultant Finding:** Currently, the U.S. Attorney's Office Anti-Terrorism Advisory Council Executive Committee (ATAC) is the policymaking body of MCAC. The committee selects a director and two assistant directors of MCAC from the ATAC membership. A Baltimore County Police Department Captain serves as the center's director, and a lieutenant with the Maryland State Police serves as the assistant director. A supervisory special agent of the Federal Bureau of Investigation (FBI) is an assistant director and supervises the Strategic Analysis Section. Appointees of MCAC are currently assigned for a minimum of 18 months.

**Consultant Recommendation:** In order to support the information and intelligence needs of Maryland's public safety community, the consultant recommends that the Governor transition the responsibilities of MCAC to a State agency that reports directly to the Governor. According to the report, this will allow for a full-time commitment to developing directives and implementing strategic planning priorities established by the Governor in coordination with the Governor's Homeland Security Advisor as well as State and local partners. Additionally, the designated State agency should appoint the Director of MCAC to serve in that capacity for longer than 18 months as it will allow a more sustainable leadership and enhance continuity of operations.

- **Consultant Finding:** There have been instances of structural and operational disconnect between the ATAC Executive Committee as the policy-making body of MCAC, and the MCAC director who is responsible for the day-to-day operations and implementation of developed policies.

**Consultant Recommendation:** The process of developing and implementing strategic assessment priorities and directives should be formalized by the State agency designated with authority over MCAC in coordination with the MCAC director.

- **Consultant Finding:** During the consultant's interview process, several law enforcement representatives expressed difficulty in receiving sufficient information from MCAC in a timely manner. While standard operating procedures are in place for the sharing of information with local, State, and federal law enforcement agencies, these procedures do not allow for the expedited flow of confidential or sensitive information. Current procedures also limit the dissemination of sensitive information beyond the law enforcement community.

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**Consultant Recommendation:** MCAC needs to meet the information and intelligence demands of local law enforcement agencies as well as the emergency management community. If necessary, time sensitive information should be immediately forwarded to relevant local law enforcement entities and emergency management officials before it is placed in a federally controlled classified system where they no longer have access to critical information in a timely manner.

- **Consultant Finding:** Information received by MCAC is currently categorized based on a three-tier system as immediate, priority, and routine. Information that is “immediate” is distributed to law enforcement agencies responding to the incident. Information classified as “priority” is placed in the federally controlled classified system based on FBI confidentiality criteria. This information is then reviewed by the Joint Terrorism Task Force which is given first right of refusal before it is provided to law enforcement. This process should be reviewed to create a more collaborative information sharing environment.

**Consultant Recommendation:** FBI confidentiality criteria can make it difficult for State/local operations and information sharing. Should a State level agency have authority over MCAC, it will be necessary to review these rules and regulations and assure adherence to these policies. MCAC with the support of the Office of the Governor needs to create a more collaborative environment for the sharing of intelligence and information among local, State, and federal law enforcement agencies.

- **Consultant Finding:** According to feedback from focus group participants and a subsequent review by the consultant, the center has not conducted an analysis of which core competencies are required to accomplish MCAC’s mission. Without an analysis of core competencies, it is difficult to determine critical staffing needs.

**Consultant Recommendation:** Should a State level agency have authority over MCAC, it should establish the center’s core competencies as part of an overall strategic plan. Staffing should then be chosen based on these core competencies.

### **An Assessment of Maryland’s Critical Infrastructure Protection Program**

Following the September 2001 terrorist attacks, there has been considerable focus on critical infrastructure protection. The Homeland Security Presidential Directive serves as an important foundation to critical infrastructure protection in Maryland as the directive establishes that federal departments and agencies will work with state and local governments and the private sector in order to identify, prioritize, and coordinate the protection of critical infrastructure and key resources to prevent attempts to destroy states’ critical infrastructure.

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Given that Maryland borders the District of Columbia and is part of the national capital region, the critical infrastructure and key resources in Maryland must be protected from all hazards, both natural and man-made disasters, and terrorist and technological events. According to the report, to date, there have been several initiatives by Maryland and its regional partners to support the goals of the National Infrastructure Protection Program. Currently, the State is in the development stages of creating a multi-agency critical infrastructure and key resource protection program involving federal, State, and local law enforcement agencies, as well as emergency managers and private industry. In May 2007, under the direction of Maryland's Homeland Security Advisor, Maryland's Critical Infrastructure Protection Program became the responsibility of MSP. Since that time, a Critical Infrastructure Protection Program Steering Committee has been established and is working toward the development of written policies, procedures and protocols to be adopted and implemented by stakeholders within Maryland's critical infrastructure community.

### **Findings and Recommendations**

The report notes that while the Critical Infrastructure Protection Program is currently the responsibility of MSP, only two employees have been assigned to the program on a full-time basis. According to the report, additional staff with subject matter expertise should be assigned to the program. Additionally, Maryland's Critical Infrastructure Protection Program should leverage resources that are already available and relocate them to MCAC. This will allow for 24-hour real-time analysis of information pertinent to Maryland's critical infrastructure and key resources that can be assessed by law enforcement agencies, emergency managers, and executive level decisionmakers.

Lastly, a statewide, multi-agency critical infrastructure and key resource site program should be developed with standardized written operating policies and procedures. The program should be adopted by Maryland's law enforcement agencies, emergency managers, and private industry in an effort to detect, deter, and prevent an attack on Maryland's critical infrastructure and key resources.

### **Conclusion**

According to the report, there is a continued need to develop a statewide, standardized system to prepare for, respond to, and recover from emergencies and disasters; doing so is critical to protecting the citizens of Maryland.

**The department should comment on the following:**

- **the current status and role of MEMA and GOHS. Particularly, the department should comment on whether the Administration intends to introduce legislation that clearly delineates the roles of MEMA and GOHS;**

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- whether the department intends to establish MEMA as a cabinet-level agency and whether, by executive order, the department plans to create a transitional new Office of Emergency Management within the Office of the Governor. Additionally, the department should comment on the fiscal impact of implementing these changes;
- whether any consideration has been given to establishing a separate personnel class system for MEMA, including the fiscal impact of such a change;
- whether the department intends to establish MCAC as a separate State agency; and
- the current status of the Critical Infrastructure Protection Program Steering Committee, including the policies and procedures that are in place to ensure that Maryland’s critical infrastructure is adequately protected.

The Department of Legislative Services also recommends budget bill language requiring an annual report on homeland security spending (see below).

Add the following section:

SECTION XX. AND BE IT FURTHER ENACTED, That beginning on December 31, 2009, and annually thereafter, the Governor’s Office of Homeland Security, with the assistance of the Maryland Emergency Management Agency (MEMA), shall submit a report to the budget committees that details spending related to homeland security (by agency and by funding source) for the most recent federal fiscal year. At a minimum, the report shall include the amount of the funding pass-through to local jurisdictions and the amount of funding expended on a statewide and county basis for each of the 12 core goals for emergency preparedness (Interoperable Communications, Intelligence/Information Sharing and Collaboration Capabilities, Hazmat/Explosive Device Response, Personal Protective Equipment for First Responders, Biosurveillance, Vulnerability Assessment, Exercise Evaluation and Training, Closed Circuit Television Network, Mass Casualty/Hospital Surge, Planning, Backup Power and Communications, and Transportation Security). The report shall also summarize the progress made towards achieving the 12 core goals.

**Explanation:** This language requires the Governor’s Office of Homeland Security (GOHS) to submit a report detailing annual expenditures for homeland security. The language also specifies that the report include the amount of funding expended for each of the 12 core goals of emergency preparedness and a summary of progress towards the goals.

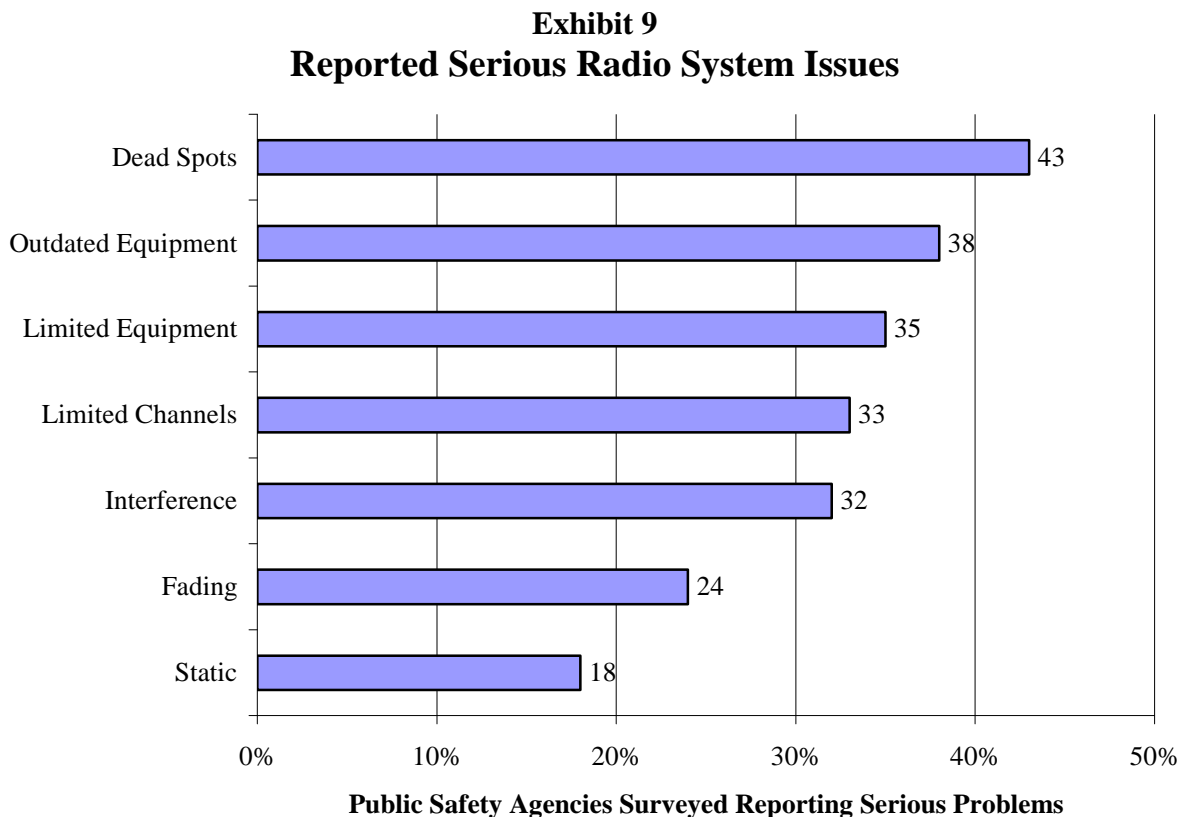
<b>Information Request</b>	<b>Authors</b>	<b>Due Date</b>
Report on homeland security spending	GOHS MEMA	December 31, 2009, and annually thereafter

## Toward Statewide Communications Interoperability

### Background

For over a decade, the State has been laboring to construct a statewide Public Safety Communications System to provide the State with a new, modern, wireless 700 megahertz (MHz) communications system. The need to develop such a system took on new urgency after the terrorist attacks of September 11, 2001. Indeed, the 9/11 Commission, in its review of those attacks and the response to them, cited the inability of first responders to communicate with each other in its initial report and reiterated the continued failure of first responders to adequately communicate with each other in its subsequent follow-up report.

While interoperability is usually cited as the driving-force behind the need for the 700 MHz system, it should also be noted that, based on survey data, public safety agencies report numerous other serious radio system issues (see **Exhibit 9**). The 700 MHz system can also address many of these concerns.



Source: Public Safety Wireless Network Program

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The proposed 700 MHz system will operate on 24 MHz of spectrum within the 769-805 MHz band. This spectrum is currently occupied by television channels 63 through 69. These broadcast channels were originally required to move from these frequencies by December 31, 2006, or when 85% of households in a television market receive digital programs (either via digital television sets, a digital converter, or through multichannel digital services via cable or satellite), whichever is later. This deadline was subsequently extended to February 17, 2009, and on February 12, 2009, the Federal Communications Commission stayed the switch from analog to digital transmission for an additional four months.

### **Governance**

For many years, the 700 MHz project was governed by an interagency governance group headed by the Department of Budget and Management Office of Information Technology, now Department of Information Technology (DoIT). The group included membership of federal, State, and local agencies. Under the current administration, leadership of the intergovernance group was transferred to the Department of State Police. In a July 2008 executive order, responsibility for public safety communications systems, including the 700 MHz system, was placed under a Maryland Statewide Communications Interoperability Program complete with a State Interoperability Director and program management office, with advice to this program to be provided by a Statewide Interoperability Executive Committee with State and local representation including legislative members. It should be noted that there is no federal representation on the executive committee. Although the executive committee's mandate relates to state projects, given the federal presence in and around Maryland, in the past in hearings on the 700 MHz system members of the legislature have commented that some sort of federal representation with regard to the 700 MHz system would be appropriate.

### **Interoperability Levels and the 700 MHz System**

This 700 MHz communications system will link several large State agency users (*e.g.*, Maryland State Police, Maryland Department of Transportation, Maryland Transportation Authority (MDTA), and the Department of Natural Resources) as well as multiple smaller agencies (*e.g.*, the Maryland Department of the Environment, the Department of Juvenile Services, and the Department of Public Safety and Correctional Services). The infrastructure will also be available to local jurisdictions. Currently, these agencies use a multiplicity of communications systems.

According to a July 2008 Statewide Communications Interoperability Plan, the 700 MHz is conceived as the ultimate level of interoperability. That plan identifies six levels of interoperability which are shown in **Exhibit 10**. While the goal of the 700 MHz System is to attain interoperability at the highest level, level 6, it is expected that other levels of interoperability will continue for some considerable time going forward.

**Exhibit 10**  
**Levels of Interoperability**

<b><u>Interoperability Levels</u></b>	<b><u>Interoperability Initiatives</u></b>	<b><u>Description</u></b>
Level 1	Radio caches	Physical exchange of radios with other agencies at the scene of an event. Obvious limitation is having sufficient radios on hand for large-scale events.
Level 2	Interoperability-talkaround	Intended to provide local area communications in situations where network coverage is not available.
Level 3	Mutual Aid	Established radio frequency coverage areas to be used exclusively by first responders for communication during special events. Limitation is that radios have to be tuned to the same frequency.
Level 4	Operability across frequency bands	Interoperability achieved by linking all first responder radio systems in a variety of ways. For example, this may be done through portable network-to-network gateways that are deployed to the scene of an incident.
Level 5	System specific roaming	Sharing existing systems. Full interoperability possible when jurisdictions use common equipment. However, when equipment is from different manufacturers, there is often limited functionality. At that point, level 4 gateways may supplement interoperability.
Level 6	Statewide 700 MHz system	Interoperability that relies on open standard functionality both for air and wireless communication. National standards have been adopted and these standards are referenced in Maryland's planned 700 MHz system.

Source: Maryland Statewide Communications Interoperability Plan

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**700 MHz Implementation Study**

In May 2007, an international telecommunications consulting firm out of New Jersey, RCC Consulting Inc. submitted an interoperability study based on the functional requirements identified by stakeholders for the proposed system (*i.e.*, what it is the system is intended to do) and developed a target architecture (the system design needed to get to that future point). The report identified four layers of services and equipment that would need to be procured across all of the participating agencies.

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- physical infrastructure (e.g., towers and communications shelters);
- backbone network (microwave and fiber connectivity, network operations center, and other data centers);
- common radio communications system to be used as a primary operating radio system for all participating agencies and to be managed by a central network operator; and
- radio units and other equipment to be purchased by participating agencies to meet that agency's communications needs.

The RCC study estimated that the cost of a system that met the functional requirements identified by the State was \$325 million to \$400 million. Taking into account the funding for the 700 MHz system that has already been appropriated (principally for the basic physical infrastructure and backbone network) this translates into net new funding of \$290 million to \$365 million. This represents funding for the first three layers of services and equipment noted above and is exclusive of the basic radio units themselves. The current estimate for subscriber radio units (excluding previously budgeted funding in SHA and MDTA) is an additional \$51 million.

### **The Current Request for Proposals**

In July 2008, a 700 MHz system Request for Proposal (RFP) was issued that is intended to do four things:

- to take the functional requirements identified in the RCC study and turn them into an engineering plan to build upon incremental tower construction to date. To date, the existing infrastructure and backbone network consists of 168 transmitter sites including towers, shelters, radio equipment, and data equipment. To achieve the 95% statewide portable in-building coverage desired will require an estimated 350 transmitter sites;
- to identify where additional towers need to be built to achieve statewide coverage;
- to design a system to utilize the infrastructure and backbone network; and
- to produce multiple implementation plan options with associated cost and schedule detail.

The RFP establishes four different coverage area regions for the 700 MHz system: (1) Region 1 (Anne Arundel, Baltimore, Carroll, Cecil, Frederick, Harford, and Howard counties and Baltimore City); (2) Region 2 (Caroline, Dorchester, Kent, Queen Anne's, Somerset, Talbot, Wicomico, and Worcester counties); (3) Region 3 (Calvert, Charles, Montgomery, Prince George's, and St. Mary's counties); and (4) Region 4 (Allegany, Garrett, and Washington counties). In addition, a sub-region 1A was established, consisting essentially of areas under the policing jurisdiction of MDTA.

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Implementation of the entire radio system is to be delivered in phases, by region (in an order to be determined by the State) but region 1A will be the first area of deployment. The RFP envisages two approaches after Region 1A:

- Identify the currently built towers that will be used as part of the overall design, install all necessary equipment on the existing towers, the subsequently fill on one region at a time to achieve the desired coverage; and
- Define where all towers need to be located. Build out towers and install equipment in a given region to achieve desired coverage, and then complete deployment region by region.

The Statewide Communications Interoperability Plan anticipated the award of a contract under this RFP in the first quarter of calendar 2009. The current schedule calls for an award in the late summer of 2009.

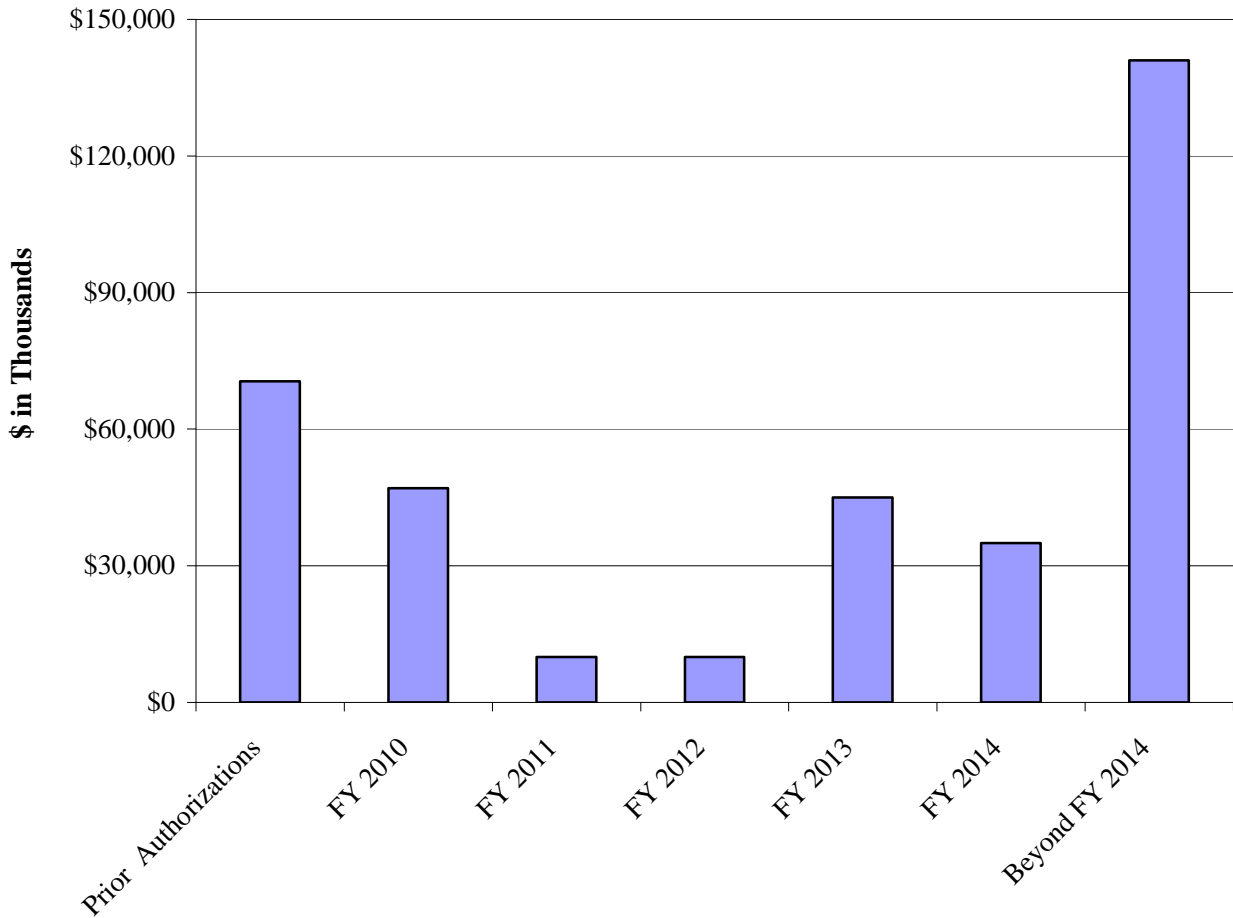
### **Project Funding: Past, Present, and Future**

As shown in **Exhibit 11**, prior funding, the fiscal 2010 budget, and planned funding in the *Capital Improvement Program* (CIP) provides just under \$217.5 million of the anticipated \$358.5 million total cost for the physical infrastructure and capital equipping of the 700 MHz system. \$51.0 million in future operating expenditures for subscriber radio units is also anticipated.

The \$47 million in fiscal 2010 funding is spread out across various funding sources:

- \$10 million in general obligation bonds;
- \$17 million is the estimated value of spending under a one-time federal Public Safety Interoperable Communications Grant that will accrue to the benefit of the 700 MHz system. The actual value to the 700 MHz may be slightly lower. The total federal award was \$22,934,593 and is budgeted in the Military Department, specifically, the Maryland Emergency Management Agency. Federal rules require 80% of this grant to be awarded to local jurisdictions and grant awards must be spent by September 30, 2010;
- \$10 million from SHA; and
- \$10 million from MDTA. MDTA's funding is actually part of fiscal 2009 and prior funding of just under \$24 million to upgrade its radio communications system. Although MDTA currently has some significant financial issues, its participation in project funding at this point makes sense given the plan to essentially pilot the system around its facilities.

**Exhibit 11**  
**700 MHz System**  
**Funding**



Source: Department of Legislative Services; Department of Budget and Management

From a funding perspective, the principal concern about the 700 MHz system has been the relatively slow pace of roll-out relative to available funding. Ironically, at the same time that funding was increased, a significant amount of planned construction was put on hold pending the results of a planning process that culminated in the current RFP. However, as shown in **Exhibit 12**, there has been expenditure activity in the past year, although balances remain – 41% of fiscal 2007 and 2008 funding has been encumbered, and 30% actually spent.

**Exhibit 12**  
**Public Safety Communications System Authorization Summary**  
**State Funds Only**  
**(\$ in Millions)**

<i>Fiscal Year</i>	<i>Authorization</i>	<i>Funds</i>		<i>Balances</i>	
		<i>Encumbered</i>	<i>Expended</i>	<i>To Be Encumbered</i>	<i>To Be Expended</i>
Prior Years	\$16.150	\$16.150	\$16.150	\$0.000	\$0.000
2004	2.500	2.470	2.470	0.030	0.030
2005	5.000	4.870	4.870	0.130	0.130
2006	9.000	9.000	9.000	0.000	0.000
2007	10.000	7.200	5.200	2.800	4.800
2008	7.500	0.000	0.000	7.500	7.500
2009	0.000	0.000	0.000	0.000	0.000
<b>Total</b>	<b>\$50.150</b>	<b>\$39.690</b>	<b>\$37.690</b>	<b>\$10.460</b>	<b>\$12.460</b>

Note: Fund data as of February 25, 2009.

Source: Department of Information Technology

**Conclusion**

As the State's 700 MHz system moves closer to providing a statewide communications system as opposed to the current collection of State and local systems, there remain significant risks:

- Will the State be able to avoid some of the notable system failures that have been experienced in states such as New York and Pennsylvania? In New York, for example, which had spent \$54 million in operating expenses for the project since 2004, deficiencies included high failure rates for mobile radios and other portable devices, multiple site outages, and glitches in the system's roaming feature. Maryland's recent emphasis on a phased approach to major projects like this, whereby the system is delivered and tested in useable phases, will hopefully preclude this problem. Demonstration of the effectiveness of the system in Region 1A as the initial roll-out site, for example, will be instrumental to moving forward with the remainder of the system.

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- Out-year funding is clearly a risk. Certainly, this project represents perhaps the most expensive telecommunications systems the State has ever proposed. Interestingly, at least one other state has decided not to pursue level 6 interoperability (as defined in Exhibit 10) as a solution, but rather built out a level 4 interoperability solution. This is the solution adopted in Georgia, which recently completed its system, fully funded with federal grants, at a cost of an estimated \$21.5 million. In doing so, Georgia state officials balanced higher levels of interoperability against fiscal responsibility. **The Administration should be prepared to comment on the Georgia system and articulate the benefits of the Maryland solution to justify the significant cost difference.**

It should also be noted that there appear opportunities under the current federal stimulus plan for the State to prioritize the build-out of the 700 MHz system. Indeed, as it did with the one-time Public Safety Interoperable Communications Grant, the State should ensure that available federal funds to the maximum extent possible support the 700 MHz system.

- A short-term concern is that the program management office remains understaffed. A contract to handle day-to-day operations of the office is in process. Initial tasks will be oversight of the Public Safety Interoperable Communications grants and identifying a permanent full-time project manager for the 700 MHz system.
- Also in the near term, the issue remains how much of the system can be built out in the current and upcoming fiscal year. Based on prior experience, it is questionable how much of the funding currently available and that proposed in fiscal 2010 will be used in that time period. DoIT indicates that the \$10.5 million in funding yet to be encumbered is for identified projects that are in the planning phase for projects with an immediate benefit to current operational radio systems which will at the same time ultimately be part of the Statewide 700 MHz. Although, it is hard to specify how all of the remaining previously appropriated and proposed fiscal 2010 funding will be used until the contract for the 700 MHz system implementation is awarded, experience would indicate that spending all of this funding within fiscal 2010 is unlikely. **Thus, the Department of Legislative Services recommends reducing the general obligation bond funding by \$2.5 million.**

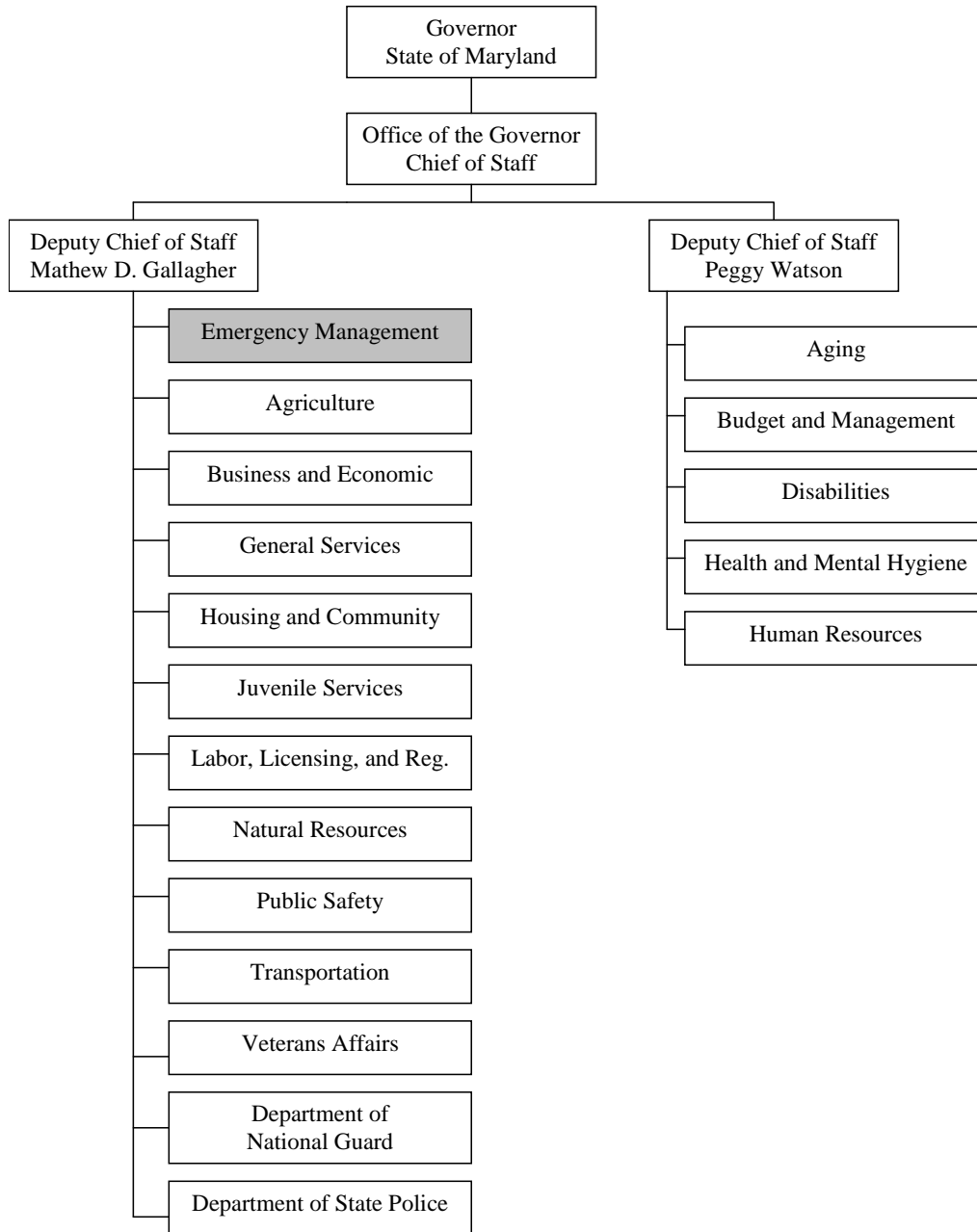
**Non-governmental Organizational Grants  
Fiscal 2008 Urban Area Security Initiative Grant**

<u>Name</u>	<u>Award</u>
The Associated Jewish Community Federation of Baltimore	\$75,000
Beth Tfiloh Dahan Community School	10,976
Bnos Yisroel of Baltimore	18,750
Talmudical Academy of Baltimore	75,000
The John Carroll School	49,700
The Maimonides Academy of Baltimore, Inc.	75,000
Torah Institute of Baltimore	75,000
Trinity Assembly of God & Dayspring Christian Academy	49,744
Bais Haknesses Ohr Hachaim, Inc.	56,250
Bolton Street Synagogue	13,838
Jewish Museum of Maryland	52,218
Naval Academy (Stadium)	75,000
Baltimore Hebrew Congregation	75,000
Chabad of Anne Arundel County	21,450
Congregation Shomrei Emunah	45,000
Suburban Orthodox Congregation	75,000
Temple Adas Shalom-Harford Jewish Center	45,000
Yeshivas Lubavitch of Baltimore	62,302
 <b>Federal Fiscal 2008 DHS Urban Area Security Initiative – Central Maryland Community Infrastructure Grant Program</b>	
Recipients not yet determined	100,000
 <b>Total Urban Area Security Initiative Grant Federal Fiscal 2008</b>	 <b>\$1,050,228</b>

DHS: Department of Homeland Security

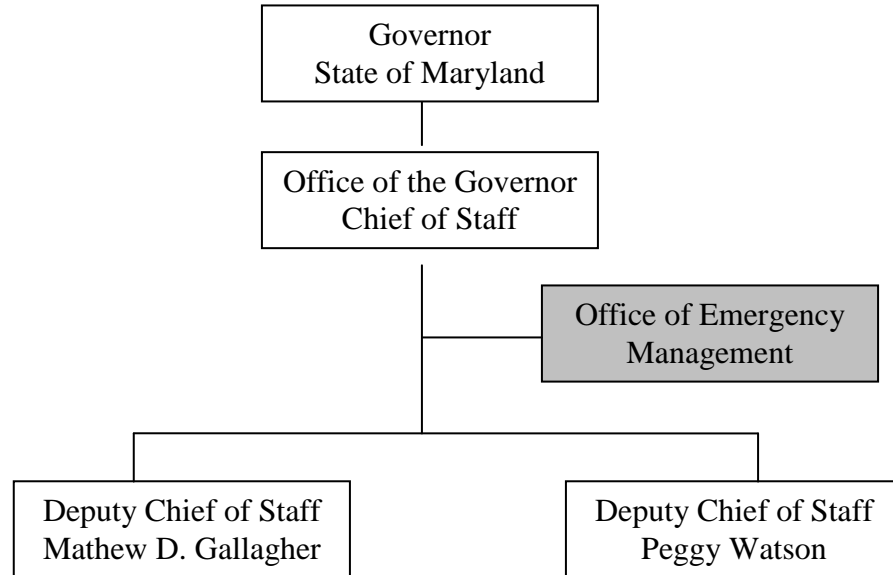
Source: Governor's Office of Homeland Security

### Proposed Reorganization State of Maryland



Source: *A Report to Provide an Assessment of Emergency Preparedness in the State of Maryland: Structure, Organization, and Statutory Framework of Maryland Emergency Management and Homeland Security Agencies*, October 2008.

**Proposed Transitional Organizational Structure  
State of Maryland**



Source: *A Report to Provide an Assessment of Emergency Preparedness in the State of Maryland: Structure, Organization, and Statutory Framework of Maryland Emergency Management and Homeland Security Agencies*, October 2008.