

STATE OF MARYLAND



MARYLAND PLAN DEVELOPMENT PROCESS

GUIDE I.

APRIL 2016

FOR OFFICIAL USE ONLY

This page intentionally left blank.



A Message from Executive Director Strickland

I am pleased to present the Maryland Plan Development Process (MPDP). This process enables planners across Maryland to develop emergency and disaster plans to save lives, protect property, and limit the impact of hazards. Ultimately, the MPDP will make the communities we live and work in safer for Marylanders.



Planners designed this process with the unique needs of Maryland in mind, and with the intent that planners could adapt the MPDP to their community, regardless of size or location in our State. Unlike other planning processes, the MPDP is the only process designed specifically with Maryland jurisdictions in mind.

As you use this process, I encourage you to remember that the most important outcome of planning is not a physical piece of paper, but rather it is the relationships you develop during your planning efforts. It is during the planning process that you have the chance to develop meaningful relationships, cultivate a sense of shared responsibility, and understand the capabilities of your emergency management and homeland security partners.

By using this document you are taking an important first step in making Maryland a safe and secure home for Marylanders.

Russell Strickland
Executive Director
Maryland Emergency Management Agency



This page intentionally left blank.



Table of Contents

Chapter 1 – Introduction.....	8
Why Do We Plan?	8
Planning as Part of the Preparedness Cycle.....	9
The Maryland Disaster Planning Process	10
Using this Document.....	11
Chapter 2 - Planning Basics	12
The Planning Environment	12
Planning as a Driver of Operations.....	12
Plan Integration	12
Levels of Planning.....	13
Types of Planning	14
Planning Challenges.....	16
Planning Processes.....	17
Chapter 3 - The Maryland Plan Development Process.....	19
Phase 1 – Understand the Risk.....	20
Phase 2 – Determine Plan Context	26
Phase 3 – Develop the Plan.....	30
Phase 4 – Review & Approve the Plan	34
Chapter 4 – Application of the Maryland Disaster Planning Process	39
Star-Spangled Spectacular	39
Disability & Access and Functional Needs Toolkit.....	40
Upper Eastern Shore Recovery Planning	41
National Capital Region Emergency Coordination Plan (RECP).....	42
State Disaster Recovery Operations Plan	43
Local Emergency Managers Guide	43
Appendix A – Understand the Risk.....	45
Appendix B – Determine Plan Context	49
Appendix C – Develop the Plan.....	50
Appendix D – Review & Approve the Plan	57



List of Figures

Figure 1 - The Preparedness Cycle	10
Figure 2 - Maryland Disaster Plan Development Process	11
Figure 3 - Levels of Planning.....	13
Figure 4 - Types of Planning	14
Figure 5 - The Planning "P"	16
Figure 6 - The MDPP	19
Figure 7 - Planning Teams	24
Figure 8 - Example COA Matrix.....	31



This page intentionally left blank.



Chapter 1 – Introduction

Planning is a core function of emergency management (EM) agencies. Important for agencies of all sizes, planning is the foundation of more effective responses to disasters and has the ability to de-conflict roles/responsibilities, jurisdictional authorities, and agency expectations. The outputs of the planning process extend far beyond creating a document; rather, the most important yield of the process is developing meaningful relationships with agency response partners before a disaster happens.

Why Do We Plan?

The planning process is inherently labor intensive, and when conducted correctly, improves overall agency preparedness. Agencies conduct planning processes to:

- Create shared expectations and build relationships
- Understand agency capabilities
- Understand complex threats/hazards affecting the community
- Inform the public
- Satisfy Federal, state, and/or local requirements
- Guide agency strategy/priorities

The planning process is all about relationships. During the planning process, participating agencies get a better sense of the other agencies in the community that contributes to disaster management. For example, an agency that provides a vital service that can help alleviate suffering and/or damage during disaster may exist in the community, but without the planning process, the planning team might not uncover this information. For example, when developing a cyber-incident operations plan, the planning team might discover an agency with an advanced intelligence capability that can assist with prevention efforts. Additionally, although formal structures such as the Incident Command System (ICS) exist during disaster, it is the informal networks that improve operations. The old adage is that the time to exchange business cards is not during a disaster. Instead, the EM agency must develop meaningful relationships with response partners long before cloudy skies descend on a community.

Planning also helps to break down complex threats/hazards for the community. New and emerging threats, such as cyber-incidents or space weather, require a greater level of awareness and understanding than known threats, such as hurricanes or winter weather.



With a greater level of awareness and understanding, agencies can develop reasonable plans to address the problem. Planning for community threats/hazards also has the ability to inform the public, and to communicate the actions they must take to protect themselves.

Aside from the other benefits of planning, sometimes the planning process is necessary to satisfy statutory requirements, or the priorities and objectives of senior leadership or elected officials. For example, all states/counties/territories must have an approved hazard mitigation plan (HMP) in order to receive hazard mitigation grant program funds to reduce vulnerability in the community. Also, the National Incident Management System (NIMS) requires communities to have a plan, train on the plan, and exercise a plan. Requirements for planning might also come from elected officials. In Maryland, the Maryland Emergency Preparedness Program Executive Order outlines planning requirements for state agency partners. Agency directors and local elected officials also might have priorities that will drive planning efforts.

An agency long-term strategy may also emerge through a planning process. Planners might identify a significant flaw, a new threat/hazard, or another area of need that shapes agencies priorities and strategies. Agency senior leaders might also call upon planners to assist with special assignments, such as developing an executive action plan, an agency strategic plan, or restructuring the way an agency functions.

Regardless of the reasons for planning, what is clear is the need for and benefit of integrated inter-agency planning.

Planning as Part of the Preparedness Cycle

Despite the importance of the planning process, it does not stand alone within the greater preparedness cycle. Rather, planning is one component of preparedness, which extends across all mission areas, functions, and activities. Whether part of plan development, training/exercise of the plan, or plan refinement, it is likely that planning is a perpetually ongoing activity in agencies.

Figure 1 illustrates the role of planning in the greater preparedness cycle.

Figure 1 - The Preparedness Cycle



Image Source: <https://www.fema.gov/plan>

As the figure illustrates, planning is the beginning of a perpetual preparedness cycle that consists of planning, training, and testing plans through exercises. A well-defined planning process coincides with a multi-year training and exercise plan. Plans also must follow a systematic review and update cycle.

The Maryland Plan Development Process

The Maryland Plan Development Process (MPDP) is a systematic process for conducting planning processes of all sizes. Planners can scale the MPDP up or down depending on the needs of the community. This process can also be used for any type of emergency planning project – from emergency protocols (e.g., active assailant), to disaster operations plans (e.g., hurricane contingency plan), to an agency strategic plan; the MPDP is versatile.

Planners from local and State agencies in Maryland collaborated to develop the MPDP. They recognized that a common approach to planning in Maryland did not exist, and also that many federal systems for planning were not realistic for Maryland planners. The MPDP contains elements from a number of existing planning processes, such as Comprehensive Preparedness Guide (CPG) 101 and the Departmental Plan Development Process (DPDP).

Figure 2 illustrates the MPDP, and highlights the phases and steps in the process. Chapter 4 describes the individual components of the process.

Figure 2 - Maryland Plan Development Process



Using this Document

The intent of this document is to provide planners with guidelines and tools to conduct planning in jurisdictions throughout Maryland. Each chapter provides detailed information about planning fundamentals, the process, as well as real-world applications of the process. Additionally, an appendix accompanies each step. The appendix contains job aids (e.g., agendas, plan templates) that planners can use as they conduct the planning process in their communities.



Chapter 2 - Planning Basics

Chapter 2 provides an overview of the basics of conducting planning processes. Planning requires individuals and agencies to come together to develop shared understandings of threats and hazards, to develop logical courses of action, and to identify gaps as they work to improve the overall preparedness of a community. This chapter presents a number of key aspects of planning that all planners should know and understand.

The Planning Environment

The environment in which we plan can be uncertain and sometimes poses a challenge. Planning projects often originate from emerging threats, mandates, or regulatory requirements. An agency might write a plan to solve a problem, or it might be required to by a chief elected official. The planning environment will vary based on the context of the plan, the extent to which agencies are familiar with collaborating, and the immediacy of the effort.

Planning as a Driver of Operations

Planning is the first step in preparing for a disaster. Emergency and disaster plans are the “playbook” for how agencies respond to and manage the consequences of a disaster. The planning process drives operations and outlines how agencies coordinate. The plan must be based on actual anticipated operations, the resources available to support the operations, and the actions agencies will take. This shows why planning cannot occur in a vacuum, but rather, needs to be a collaborative effort.

Plan Integration

Planning must not occur in a vacuum. Instead, plans must be integrated across the local, state, and Federal levels to ensure the agencies at each level are able to coordinate and work together, and to ensure the plans do not conflict to the extent possible. For example, an evacuation plan might designate specific routes that conflict with a neighboring community evacuation route. That is why the planning team should be aware of planning efforts ongoing at various levels.

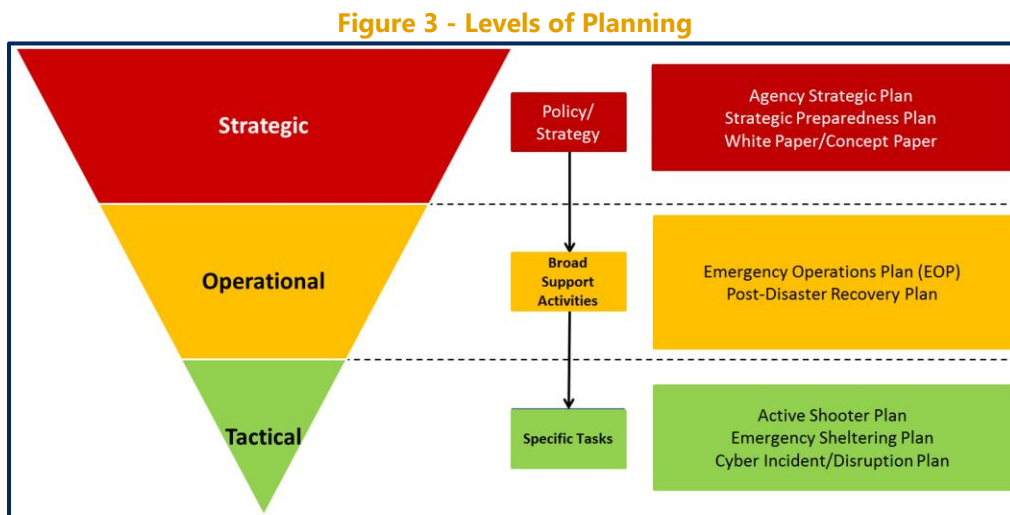
Having an understanding of ongoing planning efforts is also important because multiple planning efforts may be occurring simultaneously, which is referred to as parallel planning.

For example, if a community is planning for a presidential inauguration, the Federal government will lead a National Special Security Event (NSSE) planning effort, and at the same time, a state and local government might be conducting a corollary project focused more closely on state and local actions for the same event. While the topic of the planning process is the same the focus of each effort varies slightly. In this context, there is no duplication of effort and parallel planning is appropriate; however, if two state agencies were conducting similar efforts focused on the same actions and topic, that could create confusion about which plan should be used.

Planners should expect parallel planning to occur, but should be mindful about the potential for duplication of effort.

Levels of Planning

The level of detail and focus of a planning effort varies based on the scope of the plan. The scope of a plan also varies based upon the role the agency plays in disaster operations. Generally speaking, plans fall within three broad categories: Strategic, Operational, or Tactical. Figure 3 below illustrates the relationships and focuses of each level of planning.



Strategic planning focuses on broad policy-level issues. A strategic plan generally focuses on the long-term issues, such as reducing vulnerability, and may or may not include specific actionable steps. Strategic plans help to set the course for an agency or a particular topic (e.g., preparedness) and influence other planning projects.

Operational plans are more specific, and discuss the key actions necessary to execute a mission at a broad agency-specific level. Operational plans describe the kinds of activities that need to take place (e.g., coordinate sheltering operations, support evacuation efforts, etc.), but do not go into specifics regarding how the actions and activities should be specifically conducted (e.g., the tasks that need to be completed to open the shelter). The Emergency Operations Plan (EOP) falls within this planning level.

The most specific type of plan is a tactical plan. Tactical plans describe with specificity the tasks that comprise the actions and activities that need to occur, as well as the personnel needed to accomplish the tasks. Tactical plans might also describe specific equipment and resources needed to accomplish the mission, as well as the specific mutual aid a community might receive during an incident. Examples of tactical plans include an active shooter plan, an EOC protocol or standard operating guide, or a sheltering plan.

In general, local jurisdictions write all three types of plans, whereas states and the Federal government write at the operational and strategic level.

Types of Planning

Planning takes many shapes and forms. The key difference between planning efforts is the focus and time allotted to planning. Figure 4 below illustrates the categories of planning.

Figure 4 - Types of Planning

Plan Category	Type of Planning	Characteristics
Preparedness Plan	Contingency	<ul style="list-style-type: none"> Does not have a defined start date More time available for planning Many COAs Less senior leader involvement Less uncertainty
	Crisis Action	<ul style="list-style-type: none"> Has a defined start date/time Less time available for planning Fewer COAs More senior leader involvement More uncertainty
Operations Plan	Current Ops	<ul style="list-style-type: none"> Focuses on current and next operational period Determines objectives to address immediate incident needs High uncertainty
	Future Ops	<ul style="list-style-type: none"> Focuses on longer term resolution of the incident Determines objectives to resolve the incident Seeks to reduce uncertainty



Preparedness Planning

Preparedness planning occurs before a disaster or incident happens in the community. The focus of preparedness planning is to develop a strategy to prevent, respond to, and recover from a disaster. Within preparedness planning, two types of planning exist: contingency planning and crisis action planning.

Contingency planning involves creating procedures for known threats or operations in a community. Contingency plans do not have a defined start date; these plans are for a threat/hazard that could impact the community (e.g., hurricane) but is not currently threatening the community. These types of planning processes may have a longer timeframe, uncertainty may be lower, and senior leader guidance may be less detailed. Once complete, a contingency plans enters into a multi-year update and training cycle.

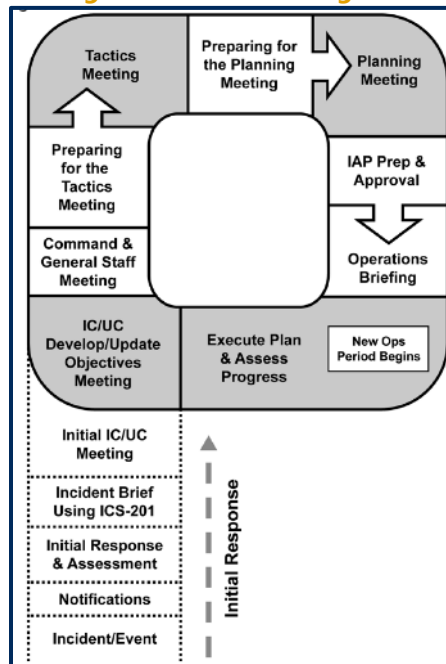
Crisis action planning, on the other hand, occurs when there is/or could be a threat to the community. These plans have a defined start date/time and are generally applicable to the incident for which planning takes place. An example of this type of plan is a special event plan (e.g., presidential inauguration, Fourth of July festival, etc.). When developing a Crisis action plan, the planning team will typically have less time, the planning environment will be less certain, and senior leadership may be more closely involved.

Operations Planning

Operations planning occurs when a disaster impacts a community. This type of planning usually takes place in an EOC setting or at an incident command post. While this guide does not address operations planning, it is important to briefly mention since operations planning is an important extension of preparedness planning in that it is the component that actually operationalizes the preparedness plan. Operations planning occurs with a high degree of uncertainty during rapidly evolving incidents. Within operations planning, current and future planning initiatives help to shape the context of the incident.

Current planning deals with the activities and tasks that need to occur in the current rational period, and it looks forward to the next operational period. The Planning “P” outlines the process for current operations planning. Figure 5 depicts the “P.”

Figure 5 - The Planning "P"



For incidents expected to span multiple operational periods, the planning section in an EOC might staff a future planning unit. The role of future planning is to examine longer-term issues, such as preparing for recovery. While planners may still follow the Planning “P” process in future planning, the focus is more strategic in nature and seeks to overcome major response impediments before they occur. At this point in the operations, planners should refer to the contingency and crisis actions plans developed during the preparedness phase for guidance on managing longer-term issues.

Planning Challenges

Even with a well-defined planning process, a game plan, and support from senior leadership, planning can still challenge even the most seasoned planner. Emergency management relies on the ability of planners to effectively build consensus around a set of shared tasks/responsibilities among agencies with diverse backgrounds and norms.

Interagency planning is often challenging. Agencies enter the planning process with a set of previous experiences, agency norms, and processes for accomplishing tasks. Agencies also come into the planning process with diverse backgrounds in transportation, public health, agriculture, etc., and are used to conducting their operations in a certain way. Agencies also might operate under different regulatory or statutory authorities, which affect their ability to participate in or commit resources to a planning effort. For example, the National Guard

has limitations on the types of activities they can participate in due to dual status as both an agent of the state and Federal government (depending on the circumstances).

Along with the challenges noted above, collaboration between agencies can be difficult to effectuate. There may be historical tensions between agencies, personalities may clash, or an agency may be the unwilling participant in a planning project. It may be necessary to spend some extra time with an agency that is struggling to participate in the planning process outside of a planning meeting to discuss concerns and figure out ways to reach common ground. Although not ideal, the planning team might also have to elevate their concerns to senior leadership for an issue to be dealt with at the executive level. Sometimes a cabinet secretary or county executive-level conversation is unavoidable to ensure appropriate participation in the planning process.

In addition to challenges with inter-agency collaboration, larger regional planning efforts may also pose challenges. All of the agency/personnel challenges noted previously still apply; however, in many cases their impacts can be amplified. In larger planning efforts, agencies not accustomed to collaborating often work together to solve complex problems. For example, in a regional planning effort, FEMA, the state, and local agencies often work together. Across the spectrum of agencies, roles, responsibilities, and capabilities vary greatly, often not aligning properly. Agency plans might not sync properly and regional plans might be developed without the proper agencies at the table.

Planning Processes

Regardless of the process used, it is important that the planner use a systematic process. In addition to the MPDP, a number of other planning processes, with benefits and drawbacks, exist to facilitate a planning project. While the MPDP is the process used for Maryland state agencies, it does not mean it is the right process for an individual agency. The following section provides a summary of other processes that may be helpful when conducting planning projects.



Comprehensive Preparedness Guide 101 (CPG 101)

CPG 101 is FEMA's standard guidance for developing emergency operations plans. This guide provides planners with a process for strategic, operational, and tactical planning. CPG 101 addresses the need to make risk-informed planning decisions, the way in which operational activities are identified, and how planners synchronize planning efforts at all levels of government.

For more information about CPG, visit the FEMA media library. Planners can also take the FEMA G-235 Emergency Planning Course, which describes the CPG 101 process, through their state.

The Departmental Plan Development Process

Developed by the Department of Homeland Security, the Departmental Plan Development Process is a systematic process used by the Federal government to develop contingency and crisis-action plans. The process features a number of phases, steps, and tasks that guide planners through conception to delivery of a fully-executed plan. Unlike CPG-101, the focus of this process is for Federal agencies and may not be applicable to all audiences. The principles of the process, however, transcend all levels of government.

The Departmental Plan Development Process is not available in a formatted document; however, agencies wishing to know more about the process can take the week-long Basic National Planners Course, which is available through their regional FEMA office.

The National Planning System

The National Planning System contains two main components: the Planning Architecture, and the Planning Process. These resources discuss both the reasons for planning, as well as the process one can use to conduct planning. They also describe the types of plans and how various levels of planning complement one another. The National Planning System features a six-step common planning process.

To learn more about the system, visit: <http://www.fema.gov/national-preparedness>.



Chapter 3 - The Maryland Plan Development Process

Chapter 3 provides an in-depth review of the Maryland Plan Development Process. The MPDP is a simple, yet in-depth, process that all Maryland jurisdictions can use to develop plans. The MPDP features a number of phases and steps that lead planners from conception to delivery of a ratified plan.

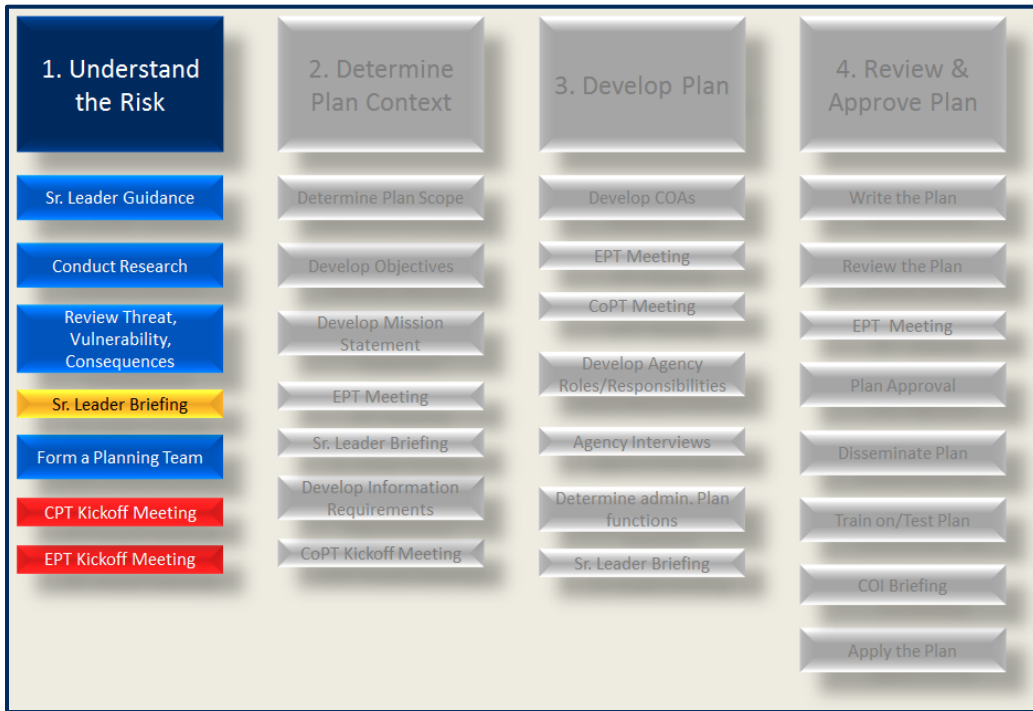
It is important to note that while each phase and step are discrete tasks, they may occur intuitively or in tandem with other parts of the planning process. It is up to the Project Manager to navigate planning participants through the MPDP, ensuring all key tasks are completed. Chapter 4 provides additional insight into the application of the MPDP to everyday planning processes.

Figure 6 below summarizes the MPDP. The MPDP features four phases and 17 sub-steps. The following sections describe each phase/step in greater detail.

Figure 6 - The MPDP



Phase 1 – Understand the Risk



Phase 1 includes activities to understand the threat environment, the nature of the planning process, and the intent of senior leadership. It includes a thorough assessment of threats/hazards/risks to the jurisdiction, research of past incidents, and formation of the planning teams. The output of Phase 1 is a kickoff meeting with the Core Planning Team and the Collaborative Planning Team.

Step 1.1 – Senior Leader Guidance

Most planning projects originate from strategic initiatives, emerging threats, or mandates. To that end, the senior leadership likely initiates the planning process. The Project Manager assigned to the project must first meet with senior leadership to gain a better understanding of the project.

There are a number of reasons senior leadership might initiate a planning project. For example, a specific plan might be identified as a strategic priority for the agency. Strategic priorities might include developing a disaster recovery plan, updating an emergency operations plan, or developing hazard checklists. Planning projects might also originate from emerging threats. An emerging threat might be a developing public health emergency (e.g., Ebola Virus Disease), a new manmade threat (e.g., terrorism), a pre-planned special



event (e.g., the Super Bowl), or a terrorism threat. Finally, planning projects can originate from mandates. Mandates include plans that are required by law, statute, or executive order, such as a jurisdictional hazard mitigation plan or a fixed nuclear facility plan.

The extent of initial senior leader guidance varies widely. Some senior leaders provide very specific planning guidance (e.g., develop an active assailant tactical plan addressing the first hour of an incident utilizing the Maryland Guidance to First Responders for the Active Assailant Incident), while other initial guidance will be vague (e.g., develop a cybersecurity plan). A number of factors affect the specificity of initial guidance, including the size of the organization, senior leader knowledge of the threat/hazard, and notoriety of the threat/hazard.

The senior leader involvement in the planning process also varies widely. Some senior leaders desire to actively participate in the planning process. Others may sit on the sidelines until the draft plan is ready for promulgation. The Project Manager must understand the preferences and priorities of senior leadership. For some projects, formal senior leader briefings throughout the process are appropriate, while others might prefer a periodic text message or email update.

Step 1.1 Deliverable: Guidance from Senior Leadership on how to commence planning efforts.

Step 1.2 – Conduct Research

Once Step 1.1 is complete, the Project Manager is ready to proceed with the planning process. Although planners are not expected to be subject matter experts on the plan topic, they should have a firm understanding of the core concepts and issues that need addressed. For example, although not a technical expert on cybersecurity, a planner can lead a planning process using the MPDP with a basic knowledge of the topic – in this case, an understanding of the various types of cyber-attacks, cyber actors, and the motivations for cyber-attacks.

This step is also important in understanding how the threat is likely to impact the jurisdiction. Research should be devoted to examining past occurrences of the threat, whether in the jurisdiction or other areas.

A number of available data sources support this step, including the FEMA historical disaster declaration records database, data from the National Weather Service, U.S. Geological Survey, etc. Additionally, Maryland-specific databases can be used, such as the MD iMAP portal, historical records from State agencies, as well as the State Hazard Mitigation Plan. The Project Manager may also leverage the academic community. A number of open-source empirical research databases provide critical context to overarching threats/hazards. The University of Delaware Disaster Research Center, the International Journal of Mass Emergencies and Disasters, FEMA Higher Education Project, and Natural Hazards Center at the University of Colorado Boulder all offer free access to a number of studies that are important for lending context to planning efforts. A full list of data sources is available in Appendix A.

Step 1.2 Deliverable: A complete understanding of and context for the planning topic.

Step 1.3 Review Threat, Vulnerability, Consequences

Following a thorough review during Step 1.2, planners should review the threat, vulnerability, and consequences related to the planning effort. The planner should take the results of the previous step and develop a formal risk assessment. The risk assessment, in turn, affects the trajectory of the rest of the planning process. The risk assessment might confirm the need for specialized planning or it might refute the need to address the specific planning topic. It can also drive the type of plan needed (e.g., operations plan, checklist, strategic plan, etc.).

Threat

Threat refers to a hazard that has the ability to impact the community. Threats come in many forms, including natural (e.g., hurricane), technological (e.g., dam failure), or man-made (e.g., terrorism).

Vulnerability

Vulnerability is the extent that the community is susceptible to the identified threat. For example, areas in a community that are vulnerable to a flooding risk might be downstream of a building constructed in a flood zone. Thus, that particular area is vulnerable to flooding.

Consequence

Consequence accounts for the impacts of a hazard on the community. For example, the consequences of a large explosion in a populated area likely would be deaths, injuries, and impacts to critical infrastructure.

After a full analysis of each part of the risk assessment, planners should have a thorough understanding of the impact on the jurisdiction. They should then be prepared to conduct a senior leadership briefing to review the results of steps 1.2 and 1.3. Additionally, they must be prepared to make recommendations for next steps, the type of plan that should be developed (if any), the agencies that should be included in the planning effort, a proposed timeline, and to advise on any barriers to success.

Step 1.3 Deliverables:

- Risk Assessment
- Senior leadership briefing

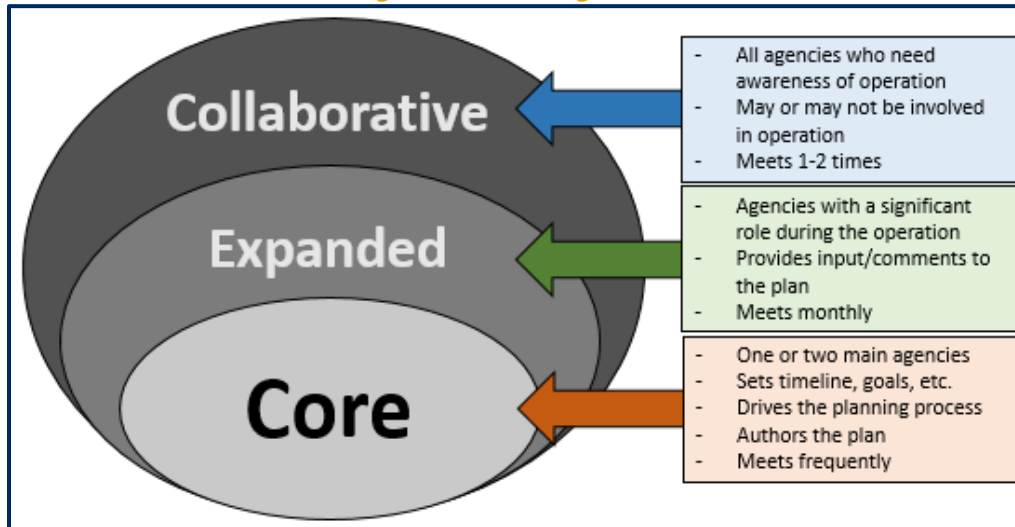
Step 1.4 – Form Planning Teams

Setting up the planning team is a very important step in the process. The planning team must give careful consideration to who participates, what each agency's role is, and where they fit within the context of the process. It might not be appropriate for certain agencies to be included directly in the development of the plan, but they still may need to contribute to the process by providing comments and reviewing the plan, while other agencies must be active participants during every step of the process. At a minimum, the planning team should consist of:

- The Core Planning Team
- The Expanded Planning Team
- The Collaborative Planning Team

Figure 7 summarizes the three planning teams and core responsibilities. A detailed discussion of each team and the role they play follows.

Figure 7 - Planning Teams



Core Planning Team (CPT)

The Core Planning Team (CPT) is the group with primary responsibility for completing all aspects of the planning process. The CPT sets the tempo of the planning process, authors the major sections of the plan, and ensures agencies are appropriately participating in the process. The CPT also is responsible for keeping the senior leadership informed and carrying out their objectives.

The CPT typically has representation from the planning lead agency (usually emergency management) and the sector lead. For example, when writing a state-level plan to address agricultural disasters, the CPT would be comprised of MEMA and the Maryland Department of Agriculture (MDA). In some cases, EM is the only agency represented on the CPT. Suggested membership in the CPT includes:

- Project Manager and Lead Planner
- Sector Lead Planner (if applicable)
- Planning Analyst
- Administrative Support

The CPT holds one formal kickoff meeting, after which it meets and collaborates frequently. At a minimum, the CPT should meet bi-weekly throughout the duration of the project. It is

more likely, however, that the CPT will meet informally, collaborate daily, and develop documents for the project in unison.

Expanded Planning Team (EPT)

The Expanded Planning Team (EPT) includes any agency that has/or may have a direct role in addressing the problem the plan is solving. The EPT includes the agencies that EM typically works with during disasters, such as functional leads or emergency support function (ESF) lead agencies. EPT members will vary based upon the planning effort. For example a homeland security related project might include law enforcement, critical infrastructure experts, and the fusion center, but different agencies would probably not be the same for a plan addressing a public health epidemic. Sample EPTs are available in Appendix A.

Collaborative Planning Team (CoPT)

There are also agencies that need to be aware of the planning process, but are not necessary to include as members of the EPT. The Collaborative Planning Team (CoPT) includes agencies from other levels of government, the private sector, agencies that might not routinely have an EM role, and others needed to support the effort. For example, when conducting a state-level planning effort, the CoPT might include local, Federal, and private sector agencies. The purpose of the CoPT is to provide feedback to the plan while promoting interoperability with their individual agency plans. Typically, the CoPT provides feedback but does not edit the document itself. It is up to the CPT to determine how CoPT feedback is included in the document.

Step 1.4 Meetings

Once established, the Core Planning Team should meet to discuss the project. During this meeting the project work plan, time frame, members of the expanded and collaborative planning teams, and meeting locations are finalized. An agenda and supporting materials for this meeting are included in Appendix A.

The final task in Step 1.4 is to conduct an Expanded Planning Team Kickoff meeting. The CPT should schedule an EPT meeting giving sufficient time to accommodate busy schedules. Generally, two-weeks is sufficient meeting notice; however, the threat may dictate otherwise (e.g., an emerging threat threatening the jurisdiction).

A specific agenda for the EPT kickoff meeting is included in Appendix A; however, the CPT should be prepared to present on the problem, communicate the senior leader guidance, discuss the reasons for including the participating agencies, present the work plan, and articulate next steps. Starting the planning process is imperative. A CPT that appears unprepared or stumbles during this meeting runs the risk of reducing the effectiveness of the process. It is imperative that all agencies understand why participating in the planning process is a good use of their time.

Step 1.4 Deliverables:

- Finalized planning team rosters
- Core Planning Team Kickoff Meeting
- Expanded Planning Team Kickoff

Phase 2 – Determine Plan Context



Phase 2, Determine Plan Context, focuses on establishing important context for the plan. While this portion of the planning process is less glamorous, it is critical in framing the rest of the plan. Agencies party to the plan must understand the scope, objectives, and mission of the plan. This section describes each subsequent step in Phase 2.



Step 2.1 – Determine Plan Scope

Before the planning team can develop the objectives, activities, tasks etc., the specific scope of the plan must be defined. The plan might apply to one jurisdiction, a region, or the entire state. Additionally, the plan might apply to a specific operation, such as sheltering or active assailant incidents. The scope must be clearly defined in the introductory sections of the plan so the readers understand the context of the plan.

The scope should also carefully consider aspects of the operation or threat addressed by the plan. Information regarding the threat may have changed from Phase 1, so the planner should revisit threat information and make changes reflecting this. The likelihood of a problem or impact from a threat is an important factor in developing the plan scope.

The following is an example of a plan scope:

The SSS CONOPS covers the coordination of Maryland State agencies, Baltimore City, Baltimore County, the National Park Service, the United States Coast Guard, and the United States Navy to provide real-time, accurate situational awareness and resource support from the Unified Area Command group and Multi-Agency Coordination Center in support of the public safety operations taking place.

The plan scope should be concise, yet it should cover all the all pertinent details of what the plan addresses. The scope also defines which aspects are not addressed by the plan. For example if the plan addresses state-level coordination that should be spelled out in the plan scope. Once the planning team develops a draft plan scope, they are ready to move onto Step 2.2.

Step 2.1 Deliverables: Draft plan scope

Step 2.2 – Develop Objectives

The plan objectives capture the primary functions of the plan. The objectives tell the story of the main reasons for writing the plan, and what the parties to the plan should expect to accomplish during an operation. The specificity of objectives vary based upon the level of the plan. For example, objectives in a tactical plan will be very specific while objectives in a strategic plan will be broad and all encompassing.

The planning team may wish to utilize the SMART principles when developing objectives. SMART objectives are:

- **S**imple (a specific target for the operations)
- **M**easurable (some quantitative way to measure progress)
- **A**chievable (agreed upon and in-line with plan goals)
- **R**ealistic (something that can reasonably be accomplished)
- **T**ime Oriented (specify when the objective will be complete)

SMART is a guideline that planners can use in the development of objectives, but is not the only way to develop objectives. Essentially, objectives summarize what the plan accomplishes.

Example objectives include:

- Activate the emergency operations center within two hours of a no-notice incident
- Support the needs of local jurisdictions by fulfilling resource requests within a timely manner
- Provide overarching coordination for this incident, and guide the transition from prevention/protection to response operations

Step 2.2 Deliverables: Draft objectives

Step 2.3 – Develop Mission Statement

The mission statement communicates the main purpose of the operation to all agencies involved the plan. It should capture the main objective of the plan (from Step 2.2), and the primary purpose of the plan itself. A mission statement should be concise (i.e., one or two sentences) and simple. The mission statement is important in that all activities of the planning process and operations should align with the mission statement. The mission statement should:

- Encompass the primary objective of the plan
- Consider what a successful mission looks like for the plan
- Align with any legal requirements for operations
- Drive all preparedness and operational activities

Additionally the mission statement should address the five W's, in other words the who, what, where, when, and why related to the plan and the operation.



Below is an example mission statement:

During a HPAI case, Maryland State agencies/departments will coordinate to support tactical operations and provide real-time situational awareness to senior leadership throughout response and recovery operations.

After a draft mission statement is in place, the EPT meets to review the introductory material developed by the CPT. The purpose of this meeting is to gain concurrence with the materials developed in Phase 2.

Following the EPT meeting, the CPT meets with senior leadership to ensure these elements align with their vision.

Step 2.3 Deliverables:

- Draft mission statement
- EPT Meeting
- Senior leadership briefing

Step 2.4 – Develop Information Requirements

Before the planning team is ready to begin developing the plan itself, they must have an understanding of the kinds of information needed to develop it. To accomplish this, planners should develop a list of questions and information needed for the plan to succeed. For example, if the task is to develop an evacuation plan for a community, the planning team would want to know information such as estimated evacuation times, the agencies contributing to an evacuation, and impediments to evacuation.

The final piece of Step 2.4 includes conducting a CoPT kickoff meeting to introduce the planning process to the greater community.

Step 2.4 Deliverables:

- A list of questions and information required for the plan to succeed
- CoPT Kickoff Meeting

Phase 3 – Develop the Plan



Once the planning team has an understanding of the plan purpose, scope, and objectives, it is time to begin development of core functions within the plan. At this point, all of the introductory material is written, setting the context for the rest of the plan. It is important for the CPT to frame the remainder of the planning process to align with the plan elements already developed.

Phase 3 includes:

- Developing Courses of Action
- Developing Agency Roles/Responsibilities
- Determining Administrative Plan Functions

Step 3.1 – Develop Courses of Action (COAs)

Courses of Action (COAs) are the tasks that must be accomplished for the plan to succeed. In other words the COAs are the “how” the mission statement is carried out. The plan itself typically defines a number of COAs, which are acceptable to the agencies included in the plan. After the planning team develops a number of broad COAs, individual functional/agency COAs must also be developed (Step 3.2).



Figure 8 below provides an example of COAs used in an operations plan.

Figure 8 - Example COA Matrix

Position	Tasks by Operational Phase		
	Steady-state	Enhanced Steady-state	Response
Incident Command	<ul style="list-style-type: none"> Monitor event operations Oversee section chiefs Coordinate on-scene and County operations with Deputy Convey operational objectives to section chiefs Participate in briefings Maintain communication with event staff Determine operational posture Provides messages to event staff for minor incidents etc. 	<ul style="list-style-type: none"> Inform command & general staff of move to enhanced steady-state Conduct command & general staff meeting Open bridge line/HSIN connect room with EOC Refine & implement new objectives Request County/regional resources to be put on standby Provide communication messages to event staff that an incident is occurring and if appropriate have them broadcast over loudspeaker 	<ul style="list-style-type: none"> Inform command & general staff of move to response Conduct command & general staff meeting Assess current status of incident resources & request additional resources respond & stage at WISP Refine & implement new objectives Determine steps needed to stabilize incident Advise event staff to broadcast public safety messaging including evacuation or shelter point

In this example three COAs exist; Steady-state, Enhanced Steady-state, and Response operations. Within each COA then there are tasks which the incident commander must accomplish.

The CPT meets first to brainstorm the possible COAs that may help accomplish the objective of the plan. If planning for a known threat, the COAs may be apparent, but, if the plan addresses a new problem or threat, COA development will be more difficult. For example, the COAs in a hurricane operations plan may be apparent, whereas the COAs for a cyber-attack might not be.

Depending on the scope and nature of the plan there may be just one COA or there may be multiple COAs like there are in this example. Your COAs might correspond to activation levels (e.g. partial, full), mission areas (e.g. prevention, response, recovery), or in this case categories specific for the operation.

The range of potential COAs should be based on a number of factors including:

- Past operations
- The nature of the threat
- Recommendations and corrective actions from previous incidents
- The overall risk for an incident to occur in the community

It is important to note that while the CPT generates COAs they should do so as impartially as possible. This part of the process is about generating options to deal with the threat. The EPT will analyze the potential COAs and select those most appropriate for the plan.



Once the CPT generates the list of COAs, they prepare to present them to the EPT. At this point, the EPT is convened to discuss possible COAs, to analyze the strengths and weaknesses of each COA, and ultimately to select the best COAs to address the problem. When selecting the most appropriate COAs, the EPT should consider:

- Feasibility
- Legal issues
- Cost
- COA precedent
- Ability to accomplish the mission

During this meeting, the EPT should draft broad tasks for the plan, which correspond to each COA. For example, if one COA for a hurricane operations plan was “response,” general tasks might include opening the EOC, making notifications, etc. The broad tasks should be agency cross-cutting, and capture the major tasks that the jurisdiction conducts in that phase. Specific tasks for individual agencies/functions are developed in a future step.

After there is concurrence on the COAs, the CPT conducts a briefing for the CoPT to present the selected COAs and to receive feedback on the planned COAs. Again, the CoPT must include all agencies likely impacted by the plan, or any agency that will have a role in responding to the threat.

Step 3.1 Deliverables:

- Draft COAs
- Draft broad tasks for each COA
- EPT Meeting
- CoPT Meeting

Step 3.2 – Develop Agency Roles/ Responsibilities

Once the EPT agrees upon the COAs and general tasks for each COA, it is time to develop individual tasks for the agency, functions, or stakeholders involved in the plan. It is important to note that the extent to which the planning team develops tasks for each COA depends on the how the emergency management system in the community operates. A community may operate under an Emergency Support Function (ESF) model, an agency-specific model, or a hybrid.

The CPT should arrange individual meetings with each agency to develop tasks for each COA. For example, for the 2014 Star-Spangled Spectacular event, the MEMA CPT conducted more than a dozen individual function planning meetings to develop tasks for each COA included in the plan. The tasks identified in these meetings were then included in the overall plan within each COA (steady-state, enhanced steady-state, response) for each ESF. Individual meetings with agencies allowed the planning team to better understand the role that each agency would have in the operation. It is often difficult to generate tasks as detailed as in Figure 8 in a larger group setting.

Step 3.3 – Determine Administrative Plan Functions

At this point in the planning process, the planning team should have the majority of the plan developed; however, there are still important functions that must be spelled out. Some important questions that must be answered in this section include:

- What are the methods by which information will be shared if the plan is activated?
- How will information be managed when the plan is in use?
- When will the plan be updated and who will update it (e.g., in the case of contingency plans)?
- What is the method to train agencies on the plan and to test the plan?

The specific sections required in the plan to address these questions will vary based upon the scope of the plan. Guidelines for plan sections and an example plan are included in Appendix C.

Phase 3 concludes with a final senior leader briefing. The final briefing should provide an overview of all aspects of the plan. The final outcome of the meeting is to gain concurrence that the Senior Leaders and all agencies can support the plan. This approval enables the planning team to finish writing the plan and move onto Phase 4.

Phase 4 – Review & Approve the Plan



Once the planning team arrives at Phase 4 the plan is nearly complete. At this point, the COAs are complete, the tasks are clear, and the administrative functions of the plan are known. It is just a matter of combining all of the pieces of the plan together into a cohesive document.

Step 4.1 – Write the Plan

Step 4.1 might sound like the most daunting step in the process; however, this step should be relatively simple because most of the plan components are already in place. It is now up to the planning team to assemble everything that was developed to this point into the plan.

When assembling the plan, the planning team should take particular care to ensure consistency throughout the document – both consistency in the substantive portions of the plan, and in the grammatical/document structural elements. Headings, subheadings, text, spacing, etc. must be consistent. To the extent possible, graphics and diagrams should be included to illustrate key concepts and to explain complex components. The plan must look like a polished document before distribution for final review and comment.



The document should undergo a two-step internal review prior to release. First, a senior member of the agency should provide a technical edit of the plan, ensuring it meets all regulatory requirements, that the agency can support the plan, and that it does not conflict with other plans. After the technical edit is complete, the plan must undergo a formatting/grammar review. This second step should be completed by someone not intimately involved in the development or writing of the plan. Once the reviews are complete, the plan is ready for external review.

Step 4.1 Deliverables: Draft Plan

Step 4.2 – Review the Plan

Receiving feedback and editing the plan is important in gathering broad-based support for the plan itself. If conducted properly, plan review and comment adjudication enhances the plan and bolsters the effectiveness of the plan. By the time the process gets to this step, most of the EPT and CoPT should have reviewed most elements of the plan independently.

The planning team should distribute the plan for review to the EPT and CoPT in PDF format. The PDF draft plan should be accompanied by a plan comment matrix to allow reviewers to offer comments in a singular format, making it easier for the planning team to review and adjudicate comments. A template plan review template is available in Appendix D.

Comments are divided into three categories:

- Administrative (formatting, spelling, grammar issues)
- Critical Issues (issues that will cause the plan to fail)
- Minor Issues (issues that need corrected, but are not critical to the mission)

After all of the comment matrices are collected, the planning team begins the comment adjudication process. If needed, they may contact the plan reviewer to provide greater clarity on why a comment was provided/how the reviewer recommends the issue be resolved. It is possible that the planning team will not incorporate all of the provided comments for inclusion in the final plan. The planning team should capture all changes (or reasons changes were not made) on a master comment matrix, which is then provided back to all reviewers. Providing feedback to the reviewers is important given the effort it takes to review a plan and provide feedback. Additionally, to further support buy-in for the final plan, it may be useful for the planning team to contact the reviewers directly to note which

comments were incorporated and to explain why some of their recommended changes were not made to the final plan.

Once the planning team has adjudicated all comments, a final plan is produced and the CoPT meets to discuss the final plan draft. This meeting allows for any last minute changes or alterations to the plan itself.

Step 4.2 Deliverables:

- Completed comment matrix returned to reviewed
- EPT Meeting
- Final plan

Step 4.3 – Plan Approval

Once the EPT gives final approval for the plan, and the technical and grammar edits reveal no major issues in the plan, it is ready for final senior leader approval. If the planning team followed this process correctly, the senior leader should already be well-informed and there should be no surprises. The goal of step 4.3 is to have the agency director approve and sign the plan to officially adopt it.

For plans with more than one lead agency, final approval and promulgation of the plan can be difficult. For example, the 2014 Star-Spangled Spectacular Concept of Operations Plan spanned five sovereign jurisdictions, had one lead and five supporting agencies, and included representation from local, state, and Federal agencies. Plan approval was a logistical challenge where planners coordinated with senior leadership across the greater Baltimore region for over a week just to get final signatures. Planners should not overlook this important step in the process.

The final signed plan should be digitized for distribution and the original copy must be stored securely.

Step 4.3 Deliverables: Signed Final Plan

Step 4.4 – Disseminate Plan

Once the plan has been approved, it is time to disseminate the plan. Careful consideration should be given as to who receives a final copy of the plan, and in some cases, who does not. The topic, scope, and elements in the plan dictate who can receive the plan.

Some plans might contain law enforcement sensitive information, such as information about threats or hazards, plans for tactical operations, or information that might compromise the mission. Legal guidance regarding what should or should not be released might be appropriate given the scope of the plan.

Generally, most plans can and should be shared with the public. When appropriate, it is acceptable to share a redacted version, where specialized appendixes or pieces of information are withheld. At a minimum, members of the CPT and EPT should receive a full, unedited version of the plan even if the greater Community of Interest (COI) or CoPT is not issued it.

If the plan is password protected, the planning team should send the password in a separate email to the distribution list.

Step 4.5 – Train on/Test the Plan

A new plan is only as good as those who must use it. The planning team must carefully consider how the plan will be adopted, how training will take place, and how players will test the new plan. At a minimum, the planning team should conduct an orientation on the new plan. This orientation is for members of all the planning teams (CPT, EPT, CoPT), as well as the COI. A tabletop exercise (TTX) that comports with Homeland Security Exercise & Evaluation Program (HSEEP) standards is the next logical event for parties of the plan. The planning team can work with the training and exercise branch of the lead organization or EM to develop the TTX to test the plan. The goal of a TTX is to test the operational components of the plan and to de-conflict roles and responsibilities. Training on the plan may reveal additional changes that need to be made to ensure the plan is effective. This is part of engaging in the preparedness cycle of planning, training, exercising, and then improving the plan.

Step 4.6 – Apply the Plan

The last step in the MPDP is to apply the plan. For crisis action plans, the plan becomes active when the first operational period begins. Contingency plans, however, do not have a defined start date. Thus once the plan is complete, the plan enters into a systematic review and update cycle.



Chapter 4 – Application of the Maryland Disaster Planning Process

Planners can use the MPDP for a variety of projects, ranging from tactical response plans to strategic operational plans. The specific way that the process is used will likely vary; however, the general principles remain constant. The following chapter includes real-world applications of the process, including tips and tricks from planners who have used the process.

The 2014 Star-Spangled Spectacular

As a celebration of the 200th anniversary of the writing of the Star-Spangled Banner and the Battle of Baltimore, the 2014 Star-Spangled Spectacular brought millions of visitors to the greater Baltimore region in fall 2014. As a significant event for the City of Baltimore and State of Maryland, it also brought significant risk of both terrorism and natural hazards, based on the time of year during hurricane season.

The event also included over 150 public safety related agencies from all levels of government. It was designated a Special Event Assessment Rating (SEAR) 2 event, which brought with it a Federal coordinator and support from the Department of Homeland Security.

To lead the public planning effort, the Baltimore City Mayor's Office of Emergency Management and the Maryland Emergency Management Agency partnered to keep the public safe. The planning team used an integrated planning process focused on plan development both tactically at the City level as well as operationally at the State/Federal levels. Over the course of a year, an expanded planning team met monthly to develop all components of the crisis action plan, held a COA workshop with the collaborative planning team, and train on the plan.

Using a systematic process to organize this massive planning project was the only way to manage all the moving parts related to this event. In the end, the event itself went off without a hitch as only minor incidents occurred. The success of the 2014 Star-Spangled Spectacular was a result of a strong planning team sticking to the process.

Toolkit for Planning for People with Disabilities and Others with Access and Functional Needs

26 years after the Americans with Disabilities Act was passed, the lack of understanding and preparedness planning for people with disabilities and others with access and functional needs remains a constant pitfall in emergency management. Multiple resources have been created to aid emergency management agencies in better preparing for people with disabilities and others with access and functional needs, yet recent court rulings and United States Department of Justice evaluations continue to showcase that the growing population of not only people with disabilities, but people with functional needs, are being left out of preparedness planning.

The Toolkit for Planning for People with Disabilities and Others with Access and Functional Needs was created because it was acknowledged by a group of local Maryland emergency managers that there was a gap in understanding the needs of people with disabilities and others with access and functional needs. In order to create something to provide local emergency managers with the tools and resources necessary to fully understand and provide equal opportunity and access to people with disabilities and others with access and functional needs, planners from MEMA, the Maryland Department of Disabilities, and the Maryland Capital Region, determined the best approach was to create a toolkit that would serve as a “one-stop-shop” including resources and considerations to consult when planning for people with disabilities and others with access and functional needs.

In order to provide the most accurate information and considerations, the appropriate subject matter experts had to be included extensively throughout this project’s creation. Through monthly meetings and regular work sessions, the content of the toolkit was created to not only include useful background information on planning for people with disabilities and others with access and functional needs, but also numerous resources to reference, and tangible worksheets and considerations for emergency planners to use in order to ensure emergency preparedness programs are inclusive of the whole community.

Upper Eastern Shore Recovery Planning

Natural and manmade disasters can result in the need for communities to engage in recovery efforts to restore community services and infrastructure. Disaster recovery efforts, especially in the short-term, are typically led by the local government, with support from the region, state and federal governments, and private and nonprofit partners. The recovery effort that occurred in Somerset County, Maryland following Hurricane Sandy in 2012 emphasized the need for local jurisdictions to engage in recovery planning. The Directors of the Upper Eastern Shore Departments of Emergency Services recognized and identified this need in their region, and requested support from the Maryland Emergency Management Agency to facilitate a regional recovery planning process. The Directors served as the “Senior Leaders” for the planning process, and working with MEMA Planning, they set the following goals for the project:

1. To develop an all-hazards Regional Recovery Plan for the Upper Eastern Shore of Maryland that establishes a framework for coordinating disaster recovery efforts.
2. To develop County Recovery Plans that outlines the specific recovery processes adopted by each County, and the roles and responsibilities of the County departments/offices with roles in recovery.

In February 2015, the Core Planning Team, comprised of planners from the five Upper Eastern Shore Counties – Caroline, Cecil, Kent, Queen Anne’s, and Talbot Counties – and MEMA facilitators kicked off the project. The Core Planning Team met monthly to work through the elements of the plan development process, beginning with the development of the Upper Eastern Shore Regional Recovery Plan (UESRRP). The conversations and decisions made during the monthly meetings were documented and became the basis for the text of the plan, with the main focus being on establishing a mechanism for regional collaboration and information- and resource-sharing during the transition to recovery and throughout the recovery process. As decisions to finalize processes, procedures, and organizational structures needed to be made, the Senior Leaders were briefed and their feedback was incorporated into the UESRRP.

The process of working through the elements needed for inclusion in the UESRRP helped to set a strong foundation for the County-specific Recovery Plans. In February 2016, the Core Planning Team worked to finalize a template for the County Recovery Plans based off of the UESRRP. The Core Planning Team then began discussing the plan components with a focus on local implementation and recovery effort management. By May 2016, draft County

Recovery Plans were developed, and the focus of the planning effort shifted to developing Recovery Support Function (RSF) Annexes to the County Plans to outline the roles and responsibilities of the County departments/offices with roles in recovery.

Looking ahead, the Core Planning Team hopes to complete the County Recovery Plans and RSF Annexes so a workshop/tabletop exercise can be conducted to review and test the Regional and County Plans, and include participation from the RSF lead departments/offices and other entities with roles in recovery. By the first quarter of 2017, the Core Planning Team hopes to have completed the Regional and County Plans, and will then continue meeting and coordinating regularly to maintain the program and relationships that were developed throughout this planning process.

National Capital Region Emergency Coordination Plan (RECP)

The National Capital Region (NCR), Urban Area Security Initiative (UASI) program, assists high-threat urban area in efforts to build and sustain the capabilities necessary to support all of the five mission areas. The NCR is made up of Maryland, the District of Columbia, Virginia, and nine local jurisdictions. To facilitate the mission of the UASI program, regional planners serve as the NCR asset to implement an efficient, effective, and sustainable homeland security strategy by bolstering cooperative regional planning efforts.

The main plan within the NCR is the Regional Emergency Coordination Plan (RECP), which discusses how Maryland, Virginia, D.C., and all of the nine local jurisdictions coordinate in the event of a disaster.

To lead the planning process for updating the RECP, a small workgroup made up of a combination of the regional planners would function as the core planning team. The core planning then broke themselves into smaller working groups to tackle the various portions of the plan. Once the decisions were made as to what would be updated within the plan, the regional planners reached out to additional stakeholders that would serve as the collaborative planning team. Using a systematic planning process to organize the update to this document was vital to the success of the update.



State Disaster Recovery Operations Plan

Beginning on the summer of 2013, the State kicked off the planning effort to develop the State Disaster Recovery Operations Plan (SDROP), which established the roles and responsibilities of State agencies and departments during recovery from a major event that impacts the State. Over the course of the next year, MEMA led a core planning team of approximately fifteen people to develop the plan. The core planning team was made up of State agencies and departments (including MEMA) that would have a leadership role during a recovery operation.

The core planning team conducted background research and several interactive brainstorming sessions (COA workshops) to develop the unique plan. The interactive brainstorming sessions helped to gather ideas from the subject matter experts from all disciplines, and made the core planning team members feel invested in the plan itself. To conduct these sessions, the planning team leaders had the core planning team members use post-it notes to provide their own ideas, and then the ideas were reviewed and discussed as a group.

After approximately a year of monthly planning meetings to develop and review the plan, a statewide training and tabletop exercise was held to test the plan. Revisions were subsequently made, and Recovery Support Function (RSF) annexes are currently being developed by the lead RSF agencies and departments.

Local Emergency Managers Guide

The concept for a Local Emergency Manager's (LEM) Guide was born out of the Governor Cabinet Secretary tabletop exercise in November of 2016, as well as a request from a few of the newly appointed Local EMs to have a guide for incoming Directors. Many of these senior-level Secretaries/Directors were unsure about what role MEMA plays as an agency during a disaster and during day-to-day operations. Additionally, many of the local emergency managers are not aware of what is required of them during a disaster at the local level, and what support the State can provide them and how that support can be requested (e.g., request processes and procedures, documentation to submit, etc.), as well as how to coordinate with the appropriate points of contact.

The CPT for this project was comprised of MEMA planners and training and exercise staff members. The CPT formed an expanded planning team with the most recently appointed local emergency managers. Through the input and expertise from the

expanded planning team the CPT developed an outline that identified the objectives and informational requirements for the toolkit.

An initial draft version of the document was compiled and reviewed by the CPT. During this initial review meeting, the team realized that a base document was too cumbersome and lengthy to accomplish the goal of providing a quick reference guide or toolkit, and that they needed to rework the guide to make it more concise and actionable. The information in the base document, however, was still needed, so a decision was made to transform the most of the lengthy, in depth, written sections of the base document into one-page reference guides posted to the MEMA website.

Currently, the CPT is in the process of developing the “tool kit”, which will include actionable information for the Local Directors, as well as supporting reference materials and links. The goal is to provide Maryland’s local emergency managers with a resource to better understand their roles and responsibilities, before, during, and after disasters, as well as what support they can expect from the State.



Appendix A – Understand the Risk

A-1 – Sources of Community Hazard/Risk Information

Table A-1 presents sources of hazards and other important information that planners can use to get a better sense of their community and potential risks. Planners must have a thorough understanding of their community and how various planning efforts can help protect lives and reduce risk.

Table A-1 - Sources of Community Risk Information

Information	Source	Link
Disaster Declarations	FEMA	https://www.fema.gov/disasters
Severe Weather	NOAA Storm Events Database	http://www.ncdc.noaa.gov/stormevents/ftp.jsp
Agriculture Impact Information	USDA Survey of Agriculture	http://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_1_State_Level/Maryland/ http://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Maryland/
Weather Fatalities	NOAA	http://www.nws.noaa.gov/om/hazstats.shtml
CRS Communities	FEMA	http://www.fema.gov/media-library/assets/documents/15846?id=3629
NFIP Communities	FEMA	http://www.fema.gov/cis/MD.html
Hazardous Materials Facilities	EPA	https://www.epa.gov/toxics-release-inventory-tri-program

A-2 - Sample Work Plan

Table A-2 below provides a sample plan work plan. This work plan is a guide but it is important to note that the timeline could be sped up or decreased significantly based on the nature of the planning effort (e.g., contingency versus crisis action planning).

Table A-2 – Sample Work Plan

Planning Step	Details	Target Date	Lead
1: Understand the Risk	Senior Leader Guidance	Month 1	PM
	Conduct Research	Month 1	CPT
	Review Threat, Vulnerability, Consequences	Month 2	CPT
	Form a Core Planning Team	Month 2	PM
	Brief Senior Leadership	Month 2	PM
	Form an Expanded Planning Team	Month 2	PM
	Form a Collaborative Planning Team	Month 2	PM
	Senior Leadership Briefing	Month 3	PM
	Conduct Core Planning Team Kickoff Meeting	Month 3	PM
	Conduct Expanded Planning Team Kickoff Meeting	Month 3	CPT
2: Determine the Plan Context	Determine Plan Scope	Month 4	EPT
	Determine Goals and Objectives	Month 4	EPT
	Develop Mission Statement	Month 4	EPT
	Conduct EPT Meeting	Month 4	EPT
	Brief Senior Leader	Month 4	CPT
	Develop Information Requirements	Month 4	CPT
	Conduct Collaborative Planning Team Kickoff Meeting	Month 4	EPT
3: Develop Plan	Develop Courses of Action	Month 5	EPT
	Conduct EPT Meeting	Month 6	CPT
	Conduct CoPT Meeting	Month 6	EPT
	Develop Agency Roles/Responsibilities	Month 7	EPT
	Conduct Agency Interviews	Month 7	EPT
	Determine Admin. Plan functions	Month 7	EPT
	Sr. Leader Briefing	Month 7	CPT
4: Review & Approve Plan	Write the Plan	Month 8	CPT
	Review the Plan	Month 9	CPT
	Conduct EPT Meeting	Month 9	CPT
	Plan approval	Month 10	CPT
	Disseminate the plan	Month 10	All
	Train on/test the Plan	Month 11	All
	COI Briefing	Month 12	All
	Implement/Apply the Plan	Month 12	All



A-3 – Sample Planning Teams

Table A-3 provides an example of planning teams for a state-level cyber-attack contingency planning effort. This is intended to serve as a guide. Individual planning efforts will vary. The jurisdiction planning team should make all efforts to be as inclusive as possible.

Table A-3 - Sample Planning Teams

Core Planning Team (CPT)
<ul style="list-style-type: none"> - Maryland Emergency Management Agency (Project Manager [PM]) - Maryland Department of Information Technology
Expanded Planning Team (EPT)
<ul style="list-style-type: none"> - Maryland Coordination and Analysis Center – Critical Infrastructure Branch - Maryland State Police – Electronic Crimes Division - Army National Guard – 175th Division Cyber Unit - Maryland Department of Health and Mental Hygiene - Maryland Department of Business and Economic Development - Maryland Energy Administration - Maryland Insurance Administration - Maryland Public Service Commission - Maryland Department of Human Resources
Collaborative Planning Team (CoPT)
<ul style="list-style-type: none"> - United States Secret Service - Baltimore Field Office - Federal Bureau of Investigation Baltimore Field Office - Department of Homeland Security – Protective Security Advisor - Private sector critical infrastructure providers - Academic Community - Local jurisdictions



A-4 – Expanded Planning Team Kickoff Meeting Agenda

I. Welcome and Introductions

II. Discussion of Parallel Planning Efforts

III. Operations Plan Discussion

- a. Scope
- b. Focus
- c. Mission Areas
 - i. Prevention/Protection
 - ii. Response
 - iii. Recovery

IV. Agency Partners

- a. Core Planning Team
- b. Collaborative Planning Team
- c. Expanded Planning Team
- d. Community of Interest

V. Timeline

- a. Monthly Collaborative Planning Team
- b. Expanded planning Team Meetings
- c. Meeting Locations

VI. Adjourn

Appendix B – Determine Plan Context

B-1 - Expanded Planning Team Meeting Agenda

- I. Welcome and Introductions
- II. Discussion of Previous Meeting
- III. Review Draft Plan Scope
- IV. Review Draft Plan Objectives
- V. Draft Mission Statement
- VI. Additional Questions/Considerations
- VII. Next Steps/Discussion
 - a. Expanded Planning Team
 - i. Local/State/Federal agencies
 - ii. Private Sector
 - b. Timeline
 - c. Set Next Meeting Date/Time

Appendix C – Develop the Plan

C- 1 - Expanded Planning Team Meeting Agenda

- I. Welcome and Introductions
- II. Review of Previous Meeting
- III. Concept of Coordination
- IV. Concept of Operations
 - a. Review of Scenarios
 - b. Discussion of Trigger
 - c. Plan Phases
- V. Information Management
 - a. Operational Coordination Communication Tools
 - b. Information Sharing Tools
- VI. Next Steps/Discussion
 - a. Expanded Planning Team – Webinar
 - b. Timeline
 - c. Set Next Meeting Date/Time

C-2 – Contingency/Crisis Action Plan Example Format

I. Introduction

This <Crisis Action/Contingency> plan is a supplement to the Maryland Consequence Management Operations Plan (CMOP). It describes the strategy to coordinate state-level operations to support local, state, and Federal agencies in addressing this unique threat. While this plan addresses specific aspects of the threat, detailed guidance regarding operations for all incidents is included in the Maryland Consequence Management Operations Plan.

a. Threat

<Insert a statement here that discusses the threat. It should focus on the jurisdiction the plan represents (e.g., the State)>

b. Purpose

<Insert a purpose statement that describes what this plan does.>

c. Scope

<Describe the scope of the plan. Does it cover state agencies, does it cover all MD jurisdictions, is it for a specific time period?>

d. Objectives

<Insert a bulleted list of objectives for this plan. The first objective (the most important objective) should be incorporated in the mission statement.>

e. Mission Statement

<Describe the mission of the operation. The most important objective from the objectives list should be included in the mission statement.>

II. Concept of Coordination

<Describe the concept of coordination here. In other words, what does the organizational chart look like? Where does the SEOC fit in the big picture, a tactical command post, regional partners, etc.? Provide a brief introduction here, and then describe each component in great detail below.>



Figure # below illustrates the concept of coordination for incidents. <Note that if this Concept of Coordination grows or contracts based on the incident or phases within the incident, produce multiple graphics.>

Figure 9 - Command Structure

<In an annotated format, discuss how the command structure fits together. Provide a narrative about how all of the pieces fit together to support the overall operations.>

<Provide another paragraph here about what the focus for each component is. Which ones are policy, which provide operational support, and which have command authority? Note that the following figure provides an overview of each unit.>

Figure 10 - Entity Focus

a. Coordination Structure

i. Entity

<Describe the role of each entity in this section. What is their role, who do they report to? Repeat this section as many times as necessary.>

Location: <Where is this group located?>

Role: <From the chart earlier, what is their role?>

<Insert a paragraph here that talks about where the locations of various components are, and then insert a map showing where they are like the example below.>

Figure 11 – Operations Locations



III. Concept of Operations

<Insert a discussion of the concept of operations for this plan. All operations plans should address prevention, response, and recovery. Some plans will have unique phases; however, most plans will follow these three broad areas.> The following figure provides an overview of the operational phases of this plan.

Figure 12 - Operational Phasing Progression

<INSERT STANDARD OPERATION PHASE GRAPHIC>

a. Operational Phases

The following section describes each operational phase. It is important to note that these phases are not necessarily linear; in a rapidly developing incident, Phase 3 (limited operations) may be skipped and Phase 4 may begin immediately after Phase 2.

- i. **Phase 1: Prevention**
- ii. **Phase 2: Response**
- iii. **Phase 3: Recovery**

b. Operational Tasks

Although each component of the command and coordination structure has individual tasks for each operational phase, there are a number of general actions that all agencies take in each phase. This section describes the overall coordination tasks of this plan. Appendix # - # elaborates on these tasks and describes specific agency and/or functional roles.

Figure # below illustrates the key tasks per operational phase. A more detailed discussion follows.

Figure 13 - Key Tasks per Operational Phase

- i. **Prevention**

ii. **Response**

iii. **Recovery**

c. Triggers for Escalation

The activities and responsibilities for agencies/departments in each phase vary based upon the incident. While not an exact science, Table 1 provides guidance on when the operational phase is increased. #, as the overall State sector lead, has responsibility for declaring the response phase in close consultation with MEMA.

Table 1 - Triggers for Escalation

It is important to note that escalation may occur rapidly and one more phases may be skipped.

IV. Resource Management

a. Resource Management Process

<Discuss the resource management process, including the ability to use MEMAC, EMAC, mutual aid, etc. Refer back to the resource management section of the CMOP. Develop a figure that outlines how resource management occurs.>

The following figure illustrates the resource management process.

Figure 14 - Resource Management Process

<DEVELOP AND INSERT>

b. Resource Acquisition Vehicles

Table # describes the types of resources available to support this event/incident.



A list of pre-identified/staged resource needs for this event/incident is located in Appendix #.

Table 2 - Resource Acquisition Vehicles

Type	Lead	Notes
Pre-Staged/Assigned Resources	Local EM	
Mutual Aid	Local EM	
Existing State Contracts	MEMA	
MEMAC	MEMA (Coordinator)	
EMAC	MEMA	
Stafford Act	FEMA	

c. Resource Staging Locations

<Discuss if there are resource staging locations in the jurisdictions. If not, refer to the resource management section of the CMOP, noting that resource staging areas are pre-determined in each jurisdiction.>

V. Information Management

Clear and consistent information is the pillar of effective operations. This section describes the methods that operations partners use to communicate throughout the event/incident. These specific processes follow normal day-to-day processes as much as possible, and help to ensure all parties, from first responders in the field to the Governor, have the information needed to make informed decisions. Table # summarizes the information management tools for this incident.

Table 3 - Information Tools

Operation Coordination Communications Tools		
Role	Platform	Lead
Tactical Communications	Local/State Radio Network	Local agencies/MD First Net
Operational Communication	Telephone/WebEx	Local EM/MEMA
	WebEOC	
Information Sharing/Management Tools		



Situation Reports & Executive Briefings	Email	Local EM/MEMA
	SIGNAL	MEMA
Mapping	OSPREY	MEMA

a. Operational Coordination Communications Tools

- i. **Tactical Communications**
- ii. **Operational Communications**

b. Information Sharing/Management Tools

VI. Plan Administration

a. Plan Maintenance

b. Authorities & References

<Inset a bulleted list of applicable laws, statutes, and policies etc. that apply to this plan. Separate them to local, state, Federal authorities.>

c. Acronyms

d. Definitions



Appendix D – Review & Approve the Plan

D-1 - Comment Review Matrix

The comment matrix is a tool that planners can use to collect feedback from a variety of stakeholders who have input into the process. Figure D-1 below is an example matrix. The planning team should develop one that more closely fits the needs of the particular project.

Figure D-1 - Comment Matrix

Calvert REP Comment Matrix								
Directions: POC: Enter your name. Phone: Enter your phone number (in case there are questions) Section: Enter the section of the document you are referencing. For example, "Base Plan", "Annex A", "Annex R", etc.) Chapter: Enter the chapter or subchapter you are referencing. For example, "1.1", "2.2", "A1.1") Page #: The page number you are referencing Specific Wording Change: Sentence or sentences that you recommend to replace existing text Rationale for Recommended Change: Why you are making the suggestion Additional Comments: Other comments, explanation, questions, etc. Type of Comment: Enter 'C', 'S', 'O' or 'A' (see Comment Category Explanation below) Please submit your completed comment matrix to: colleen.obrien@maryland.gov								
Comment Category Explanation (Last Column) C - Critical: The inclusion or exclusion of language would result in a Division non-concurring with the plan S - Substantive: Significant language changes must be made to ensure the plan is complete and accurate, but would not result in non-concurrence O - Observation/Notes: These comments make observations on the plan, but do not suggest specific wording changes A - Administrative: These are grammatical, spelling, or formatting errors identified in the plan								
POC	Phone	Section	Chapter	Page #	Specific Wording Change	Rationale for Recommended Change	Additional Comments	Type of Comment (C) Critical (S) Substantive (O) Observation (A) Administrative

D-2 - Plan Review Meeting Agenda

- I. Welcome and Introductions
- II. Review of Previous Meeting
- III. Discussion of Plan Sections
- IV. Comment Review/Adjudication
- V. Next Steps/Discussion
 - a. Timeline
 - b. Finalize Plan and Test Plan

