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# **Office of Homeland Security Fiscal 2006 Budget Overview**

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

**March 2005**

Note: Numbers may not sum to total due to rounding.

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*Analysis of the FY 2006 Maryland Executive Budget, 2005*

*Office of Homeland Security – Fiscal 2006 Budget Overview*

## **Office of Homeland Security**

### **Fiscal 2006 Budget Overview**

### ***Agency Description***

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On June 23, 2003, Governor Robert L. Ehrlich, Jr. signed Executive Order 01.01.2003.18, establishing the Governor's Office of Homeland Security (GOHS). The Office of Homeland Security serves 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 coordinates 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 eliminate redundant procurements, duplication of efforts, and to generally ensure that all priorities are addressed and none are omitted. The director of GOHS reports directly to the Governor.

The GOHS is not a separate program for budget purposes and, therefore, has no Managing for Results report. However, the goals of the agency and its performance can be analyzed and are discussed in this report.

## ***Office of Homeland Security Did Not Comply with the Joint Chairmen’s Report***

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The *Joint Chairmen’s Report* for the 2004 legislative session included the following language:

, provided that a separate budget program shall be established within the Executive Department to account for all expenses of the Office of Homeland Security.

The Executive did not comply with this language, and the fiscal 2006 allowance contains no separate allowance for the Office of Homeland Security (OHS). However, the Governor’s Office did provide a breakdown of the Office of Homeland Security’s share of the Executive Department’s fiscal 2006 allowance. The OHS’ fiscal 2006 allowance is \$235,237: \$161,234 in general funds and \$74,003 in reimbursable funds. This is an increase of \$9,400 over the fiscal 2005 working appropriation; \$8,800 of this increase is in general funds. The largest share (\$226,167) of the allowance is for salaries, and the balance is for office supplies.

**The OHS and the Department of Budget and Management (DBM) should be prepared to explain why they failed to comply with the 2004 *Joint Chairmen’s Report*.**

Furthermore, the Department of Legislative Services (DLS) recommends that the committees consider including the following language in the Executive Office of the Governor for the fiscal 2006 budget bill:

, provided that \$1,000,000 of this appropriation is contingent on the inclusion in the Governor’s fiscal 2007 allowance of a separate budget program for the Governor’s Office of Homeland Security.

## ***Measuring Preparedness***

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The Capability for Assessment Readiness (CAR) score is a composite measure of 13 emergency management functions. It was developed by the Federal Emergency Management Agency to assess an agency's ability to prepare for, mitigate against, respond to, and recover from disasters. The rating is developed by evaluating the agency's performance on each of the 13 components in CAR on a 1 to 5 scale and then taking the average of those scores. The individual components of the CAR score include measuring the readiness of communications, response teams, training exercises, logistics, and similar items. It is the only measure currently available to measure the State's preparedness for emergency response.

MEMA's CAR score has steadily increased since fiscal 2002 and, as **Exhibit 1** shows, MEMA expects its CAR score to increase in fiscal 2006 as well.

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**Exhibit 1**  
**MEMA Preparedness Measures**  
**Fiscal 2002 – 2005**

<u>Measure</u>	<u>FY 2002</u>	<u>FY 2003</u>	<u>FY 2004</u>	<u>Est. FY 2005</u>	<u>Est. FY 2006</u>
CAR Goal	80%	80%	80%	80%	80%
CAR Actual	80%	86%	89%	89%	90%

Source: Military Department

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While MEMA's scores have been good and improving, OHS needs to consider other measuring tools to evaluate the State's preparedness. The Office of Homeland Security should provide the committees with a report by September 1, 2005, of the kinds of measures it will be using to assess the State's emergency preparedness starting in fiscal 2006.

## ***Funding and Finances***

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In fiscal 2004, Maryland was authorized to receive \$78.6 million in federal homeland security funds. The bulk of this amount (\$50.0 million) was from the federal Department of Homeland Security's Office of Domestic Preparedness (ODP) and was administered by the Maryland Emergency Management Agency (MEMA). However, as **Exhibit 2** shows, Maryland received homeland security funds from the federal Department of Health and Human Services, the National Highway Transportation Board, and the Environmental Protection Agency.

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### **Exhibit 2 Federal Homeland Security Funds State Fiscal 2004\***

<b><u>Maryland Agency</u></b>	<b><u>Amount</u></b>	<b><u>Federal Source</u></b>
Military Department (MEMA)	\$50,070,325	OHS-ODP
Department of Transportation	361,158	FMCSA/NHTSB
Department of Natural Resources	269,251	OHS-ODP
Department of Health and Mental Hygiene	26,928,521	DHHS
Maryland Department of the Environment	69,695	EPA
Maryland Institute for Emergency Medical Service Systems	940,000	DHHS
<b>Total</b>	<b>\$78,638,950</b>	

OHS-ODP = Office of Homeland Security – Office of Domestic Preparedness

FMCSA/NHTSB = Federal Motor Carrier Safety Administration/National Highway Transportation Safety Board

DHHS = Department of Health and Human Services

EPA = Environmental Protection Agency

\*Federal grants are for a two-year period and expenditures in State fiscal 2004 include federal appropriations from federal fiscal 2002 – 2004.

Source: Governor's Office of Homeland Security

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The combined \$76.9 million that MEMA and the Department of Health and Mental Hygiene (DHMH) received were primarily passed through to other government and non-government agencies. As **Exhibits 3** and **4** show, \$48.4 million of those \$50.0 million MEMA administered was distributed to local jurisdictions in fiscal 2004. However, as **Exhibit 5** shows, 23 other government and non-government entities expended homeland security funds in fiscal 2004 often as pass-through grants from one of the agencies listed in Exhibit 2, but also State general and special funds.

**Exhibit 3**  
**Distribution of Pass-through Funding\* to Local Jurisdictions**  
**Fiscal 2004**

<u>Locality</u>	<u>Amount</u>
Annapolis, City of	\$527,050
Baltimore City	4,380,914
Ocean City	419,696
Allegany County	681,688
Anne Arundel County	1,963,260
Baltimore County	2,370,085
Calvert County	725,512
Caroline County	562,530
Carroll County	814,614
Cecil County	737,868
Charles County	681,551
Dorchester County	615,169
Frederick County	916,757
Garrett County	506,450
Harford County	1,070,094
Howard County	1,233,871
Kent County	568,139
Montgomery County	2,540,923
Prince George's County	2,451,895
Queen Anne's County	556,071
Somerset County	493,842
St. Mary's County	624,370
Talbot County	1,144,129
Washington County	926,148
Wicomico County	731,551
Worcester County	827,766
<b>Total</b>	<b>\$29,071,944</b>

\*Most pass-through funds are from the federal ODP through MEMA, but some funds included in this chart are from DHMH and a few other sources.

Source: Governor's Office of Homeland Security

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**Exhibit 4**  
**Distribution of Pass-through Funding\* to**  
**Regional/Multi-Jurisdictional Entities\*\***  
**Fiscal 2004**

<u>Region</u>	<u>Amount</u>
Western	\$489,757
Capital	1,970,040
Central	15,059,571
Southern	489,903
Upper Shore	673,199
Lower Shore	655,774
<b>Total</b>	<b>\$19,338,244</b>

\*Most pass-through funds are from the federal ODP through MEMA, but some funds included in this chart are from DHMH and a few other sources.

\*\*Regional grants are administered by emergency management officials of each jurisdiction within the region.

Source: Governor's Office of Homeland Security

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**Exhibit 5**  
**Other State and Local Agencies Expending Homeland Security Funds**  
**Fiscal 2004**

**Agency/Non-government Organization**

Department of Public Safety and Correctional Services  
Interoperability Committee  
Maryland State Police  
Department of Natural Resources  
Maryland Department of Transportation  
Maryland Department of the Environment  
Maryland Department of Agriculture  
Department of General Services  
University of Maryland College Park  
Baltimore Jewish Council  
Washington Jewish Council  
Department of Business and Economic Development

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**Agency/Non-government Organization**

Maryland Police Training Commission  
Maryland Fire Chiefs Association  
Maryland Transportation Authority Police  
Maryland Restaurant Association  
Maryland Fire and Rescue Institute  
Towson University  
Veterinary Medical Assistance Team  
Office of the Chief Medical Examiner  
State Emergency Response Commission  
Department of Labor, Licensing, and Regulation  
University of Maryland, Baltimore  
**Total**

Source: Governor's Office of Homeland Security

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The numbers in Exhibit 4 do not reflect the grant for the National Capital Region (NCR) which is not under Maryland authority but an inter-regional board. NCR includes two Maryland jurisdictions. The amount of money each is eligible for is not known at this time.

The funding process, as designed by the federal Department of Homeland Security, works on a reimbursement basis. After the federal appropriation is determined, the State is notified of its share of the federal appropriation, and then the State notifies the local jurisdictions of their spending authority. The local jurisdictions then apply for reimbursement through MEMA of funds expended for homeland security purposes. There has been some concern expressed that this process is lengthy and cumbersome; however, in a survey of the local jurisdictions conducted by DLS, there were almost no complaints about the process (out of 17 responders). The survey results are discussed in more detail below.

One of the primary functions of OHS is the securing and allocation of resources. The budget for federal fiscal 2005 begins the restructuring among State aid grants with a focus on metropolitan areas through increases in the Urban Area Security Initiatives (UASI). **Exhibit 6** presents the expected national federal level funding for homeland security. As the chart shows, State and Local Homeland Security Grants are expected to decline by \$500 million, and total funding is expected to decline slightly.

**Exhibit 6**  
**Homeland Security Funding**  
**Fiscal Federal 2004 and 2005**

	<u>FFY 2004</u>	<u>FFY 2005</u>	<u>FFY 2006</u> <u>Request</u>
State and Local Homeland Security Grants	\$1.675 billion	\$1.1 billion	\$1.02 billion*
Law Enforcement Terrorism Prevention Program	497 million	400 million	
Urban Area Security Initiative (UASI)	671 million	1.2 billion	1.02 billion*
Other Grants	175 million	300 million	
<b>Total</b>	<b>\$3.018 Billion</b>	<b>\$3.0 Billion</b>	<b>\$2.44 billion</b>

\*New requirement proposed for State Homeland Security and UASI grants in fiscal 2006 will require at least 20% of grant to be used for law enforcement terrorism prevention activities.

Source: Maryland Governor's Office of Homeland Security

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While the re-allocation of funds to UASI will be beneficial, this re-allocation comes at a cost to broader statewide preparedness measures. **GOHS should be prepared to discuss how the reductions and re-allocations will affect homeland security preparedness efforts.**

As depicted in **Exhibit 7**, the Maryland budget assumes a significant decline in federal homeland security funding from fiscal 2004 to 2005 and flat funding from fiscal 2005 to 2006. A number of points can be made about the chart:

- Actual fiscal 2004 spending far exceeds the amount of new federal funding that Maryland received during fiscal 2004 due to the expenditure of federal dollars received in prior years.
- Fiscal 2005 and 2006 estimates for Military/MEMA assume very little federal funding because of uncertainty about the available federal dollars. The agency plans to add the actual amounts received through budget amendments.

**Exhibit 7**  
**Notable Federal Homeland Security Grants Assumed in State Budget**  
**Fiscal 2004 – 2006**

<u>Federal Grant</u>	<u>State Recipient</u>	<u>FY 2004 Actual</u>	<u>FY 2005 Appropriation</u>	<u>FY 2006 Allowance</u>
State Domestic Preparedness Equipment Support Grants	Military/MEMA	\$37,672,123	\$10,000,000	\$10,000,000
Urban Areas Security Initiative	Military/MEMA	42,715,799	10,000,000	10,000,000
Emergency Management Performance Grants	Military/MEMA	2,855,082	2,840,074	2,817,595
Assistance Grants	Military/MEMA	29,303,109	0	0
Surveillance	DHMH	789,490	966,893	834,938
Hospital Preparedness	DHMH	8,954,385	8,946,914	9,016,792
Preparedness Planning and Readiness Assessment	DHMH	16,610,516	15,656,761	14,168,092
<b>Total</b>		<b>\$138,900,504</b>	<b>\$48,410,642</b>	<b>\$46,837,417</b>

## ***Interoperable Communications Remains Highest Operation Priority***

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### **Background**

There are both technical and cultural impediments to successful communications among emergency responders. Responders have historically had several options for their communications equipment; they could choose digital equipment or analog equipment and could select from a number of frequencies. As responders in different jurisdictions made choices and purchased equipment, they seldom considered cross-jurisdictional communication needs. Indeed, in many cases different agencies within the same jurisdiction did not choose compatible communications equipment. This problem extends to local and State agencies as well as between states.

The second component of the problem is probably best referred to as cultural. Each agency has developed its own terminology and protocols which will also have to change. Some experts believe this is a larger problem than the technology because it involves a mindset and tradition while the technology issues are basically procurement and coordination issues. Each type of responder has been doing things their “own way” for years, and certain things that may need to be changed are deeply embedded into the fabric of what it means to be a professional of any particular organization.

Despite these impediments, there has been progress on the interoperable communications issue. Even before 2001, State emergency management officials had recognized the need for better interoperable communications. In 1999 the Executive Oversight Committee for 800 MHz wireless communication system was established. This committee formed a task force to study a statewide 800 MHz communications system.

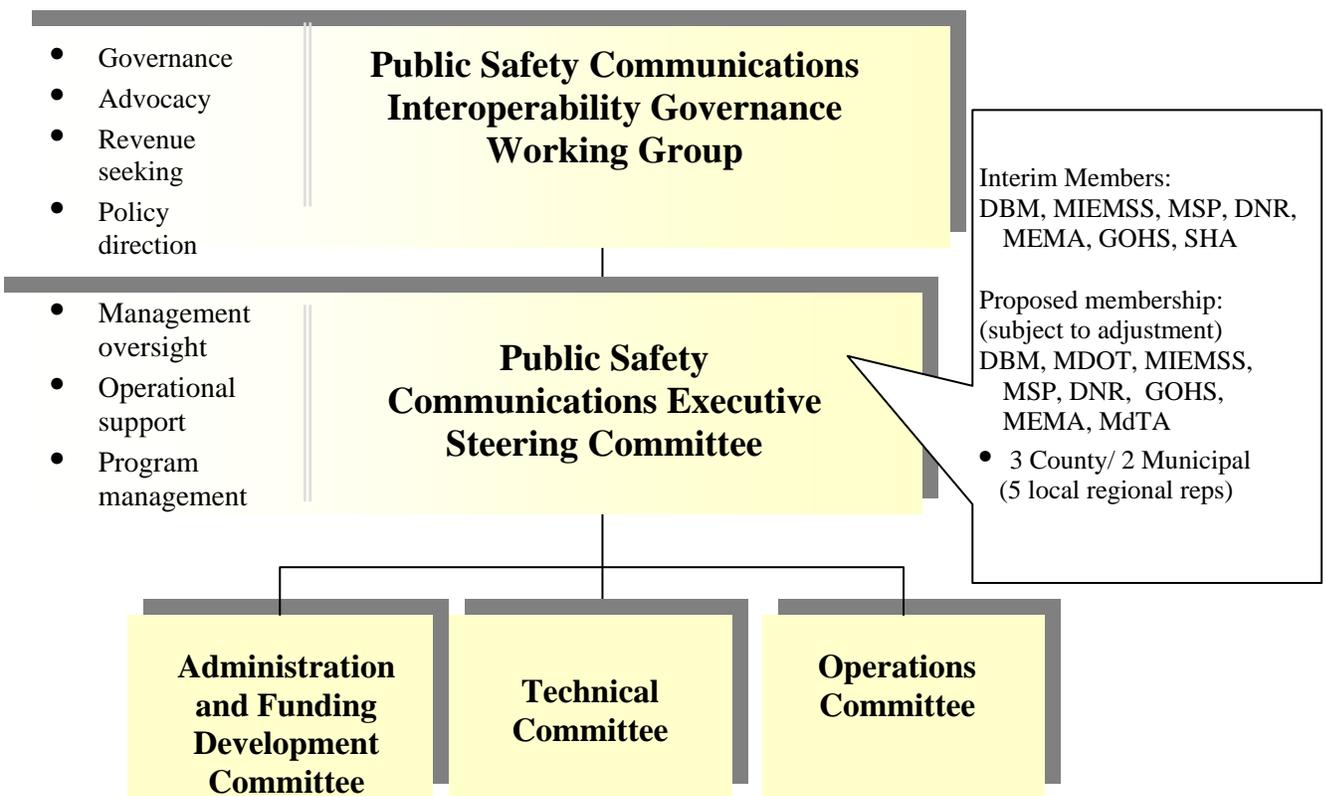
After September 11, 2001, the committee’s work took on a new urgency. It was determined that the first priority would be building up the infrastructure by refurbishing and/or replacing existing towers and installing new towers as well as upgrading the existing microwave backbone (from analog) to digital technology. This was not only to improve the current system but to prepare for the new 700 MHz frequencies when they become available in calendar 2009.

The plan calls for resource sharing with the local jurisdictions; and at this time, there are 10 Memorandum’s of Understanding (MOU) in place, and 13 in negotiations. Currently, the infrastructure plan is in place, and the tower and microwave upgrades are underway (approximately 45% complete). The following sections present the details of how the State will be improving other aspects of its emergency communications system.

## Direction and Oversight

The Maryland Public Safety Communications Organization (MPSCO), assembled to oversee Maryland’s emergency communication systems improvement, has taken form but is still in flux. It includes all the relevant parties including local jurisdiction representation and is divided into areas of expertise and oversight. **Exhibit 8** presents more details.

**Exhibit 8**  
**Maryland Public Safety Communications Organization**



- MIEMSS = Maryland Institute for Emergency Medical Services Systems
- MSP = Maryland State Police
- DNR = Department of Natural Resources
- SHA = State Highway Administration
- MdTA = Maryland Transportation Authority

Source: Maryland Department of Transportation

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The MPSCO has issued a report that includes the Maryland Public Safety Voice and Data Communications Plan. The details and timeline are presented in **Exhibit 9**.

**Exhibit 9**  
**Maryland Public Safety Voice and Data Communications Plan**

	<b>Short-term 0 – 1 Year</b>	<b>Transition Period 1 – 3 Years</b>	<b>Long -term 3 – 6 Years</b>
Partnering	County, State, and municipal partnership to develop concept of operations and enterprise architecture	Establish governance structure	Implement plans statewide
Capacity	Establish GWG program/project management for communication infrastructure build-out	Fund build out of Statewide Wireless Microwave and Fiber Networks	Build out Statewide Voice/Data 700 MHz Network. Maintain as required
Interoperability	<ul style="list-style-type: none"> <li>● Build out MSP audio patch (connects different radios)</li> <li>● Build out Eastern Shore and Central Maryland pilot projects                             <ul style="list-style-type: none"> <li>● IP-based</li> <li>● Mutual aid</li> </ul> </li> <li>● Other State/local pilot projects</li> </ul>	<ul style="list-style-type: none"> <li>● Create fixed/mobile multi-band mutual aid channels</li> <li>● IP-based communications system procurement</li> </ul>	
Information	Deploy messaging, incident management applications, and data at EOCs (WebEOC, EMMA, DMIS)	Roll out mobile access for applications to public safety community. Build MEGIN/ EMMA2	Continued development of useful applications and data

- GWG = Governance Work Group  
 IP = Internet Protocol  
 EOC = Emergency Operation Center  
 DMIS = Disaster Management Interoperability Services  
 MEGIN = Maryland Emergency Geographic Information Network  
 EMMA = Emergency Management Mapping Application

Source: Governor’s Office of Homeland Security

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The goal is not only to address the technological issues involved in interoperable communications, but by structuring MPSCO to include local and State officials, it can begin to address some of the cultural issues as well.

**The Office of Homeland Security should be prepared to update the committees on progress in achieving full interoperability of State communications systems.**

### **Progress on Several Fronts**

Full interoperability not only requires that responders be able to communicate but also that officials in the jurisdictions can communicate with each other. It also means that State agencies have a reliable communications system and that State officials and local officials can communicate. Progress is being made on all levels as is detailed below.

#### **network Maryland – Getting Agencies and Locals Together**

The statewide communications backbone is network Maryland. It is a high-speed communications network available throughout the State of Maryland and connects various public sector networks. Its current focus is on data transport but will provide affordable, reliable high-speed transport access throughout all areas of Maryland for State and local governments. The intended users include State agencies, local and county governments, higher education, K-12 education, libraries, and possibly hospitals.

The current state of the projects is as follows:

- Western Maryland build out: Stage 1 – completed December 2003
- Western Maryland build out: Stage 2 – completed August 2004
- Southern Maryland build out – December 2004
- Annapolis build out – spring 2005
- Eastern Shore build out – spring 2005

#### **Maryland Incident Management Interoperable Communication System (MMICS) – Coordinating Emergency Response**

MMICS is the interoperable communications system being designed and implemented by the State Police. The Maryland State Police is currently rolling out MMICS at 21 sites statewide. There are three levels of interoperability that MMICS addresses. **Exhibit 10** presents the details.

**Exhibit 10**  
**Comparative Interoperability Events**

<b><u>Frequency of Event</u></b>	<b><u>Type of Interoperability</u></b>	<b><u>Expected Number of Responding Agencies</u></b>	<b><u>Example of Event</u></b>
Daily	Day-to-day	1 – 2	Regular police work/house fire
Common	Day-to-day	2 – 4	Hazardous materials spill/police chase
Occasional	Mutual Aid	4 – 6	Hurricane/school shooting/plane crash
Rare	Task Force	7+	Nuclear plant disaster/terrorist incident

Source: Maryland State Police

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Day-to-day interoperability entails regular coordination during routine public safety operations and includes communications between agencies such as neighboring law enforcement and multiple fire departments.

Mutual aid interoperability involves joint and immediate response to catastrophic accidents or disasters. It involves the type of event that requires tactical communications among numerous public safety agencies such as State and local police, fire, medical, and environmental responders. Most natural disasters would fit into this category.

Task force level interoperability often involves local, State, and federal agencies coming together for an extended period of time to respond to or address a public safety problem. This not only involves responding to a large event but the follow up recovery and investigation elements as well. It can also involve security and preventative aspects and includes not only terrorist events but also items like security for the Super Bowl.

**OHS should explain why the MMICS system is not sufficient for the State’s emergency communications needs. Furthermore if it is not sufficient, OHS should explain its weaknesses and why the component approach is superior to one master system.**

**Pilot Programs’ Update – Integrating Systems**

The Emergency Wartime Supplemental Appropriations Acts of 2003 appropriated approximately \$25 million to both the federal Department of Homeland Security (DHS) (Emergency Preparedness and Response Directorate (EP&R)) and the Department of Justice (Community Oriented Police Services (COPS)). This money is for grants to states and local jurisdictions for the purpose of making first responder communication systems interoperable.

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In order to maximize the strategic impact of the funding that is available, EP&R and COPS collaborated on a competitive grant program with their federal fiscal 2003 appropriations. This program provides competitive funding to local jurisdictions to demonstrate effective solutions for achieving interoperability. These demonstrations are to serve as models of communication solutions that can be exported throughout the nation.

Two regions in Maryland received grants of between \$5 and \$6 million. The Central Maryland Region (CMARC) and the middle/lower Eastern Shore Pilot projects are being implemented at this time.

### **CMARC Progress Report**

CMARC has three phases. Phase one involves providing portable coverage in and around Baltimore and the I-95 corridor; phase two involves providing portable coverage throughout the entire region and network management system; and phase three involves technical upgrades. Phase one of the CMARC project has been successfully completed. This entails the following accomplishments:

- Equipment for tower sites is installed and operational with exception of Maryland Public Television (MPT) (due to delay in executing an MOU with MPT).
- Eight CMARC sites successfully tested.
- CMARC coverage is available in the area in and around the I-95 and the Amtrak corridor (in all member jurisdictions); within I-695, including all of the City of Baltimore; in and around northern Anne Arundel County including the Baltimore/Washington International Airport; in and around Ellicott City in Howard County; and in and around the City of Westminster in Carroll County.

### **Maryland Eastern Shore Interoperability Network (MESIN) Progress Report**

The MESIN project will provide public safety communications connectivity to 12 designated Mutual Aid sites throughout the Eastern Shore of Maryland, 9 County Dispatch Centers and 1 Municipal Dispatch Center, Maryland Emergency Management Agency, and the Maryland State Police. This approach will lead to enhanced interoperability and improved effectiveness for Maryland Eastern Shore public safety organizations.

Several expansions of the system are being planned with implementation based on available funding. **Exhibit 11** presents the details.

**Exhibit 11  
MESIN Progress**

<u>Item</u>	<u>Description</u>	<u>Cost</u>
Expand the current mobile coverage to being portable in building	Equip all current radio system tower sites for in-building coverage.	\$2,000,000
Provide the ability to connect resources to other State and federal agencies	This expansion would include State and federal agency dispatch locations with requirements for inter-government connectivity.	Unknown
Provide more resources to the interoperability pool	Future expansion will provide connection of resources located at other State and federal agency tower sites.	This project and the second one are related and the total estimate for both is \$2,000,000
Provide the remaining interoperability channels region wide	Future expansion will provide the Federal Communications Commission designated channels in the VHF, UHF, and 700 MHz bands. This will avoid cross channel problems with other users.	\$9,000,000
Provide interoperable connections to Delaware and Eastern Shore Virginia	Mutual aid with Delaware and Virginia jurisdictions is routinely provided and received. The logical extension is to provide the same level of interoperability to the Delaware and Virginia users as the Eastern Shore users since they are providing the same service regardless of political boundaries.	Not yet estimated

Source: Maryland State Police

The total grant was for \$5.6 million, which is enough to accomplish the first three projects. Generally, it is anticipated that the tasks will be addressed in the order presented. However, it may be beneficial to prioritize within tasks and implement portions of later tasks in an earlier phase, especially interoperability with neighboring jurisdictions.

**OHS should be prepared to update the committees on the progress and operability of these two pilot projects. Furthermore, OHS should explain how these various interoperability projects fit with its overall vision for statewide interoperable communications. OHS should be able to explain how these projects are making progress towards the overall goal.**

## ***Management and Organizational Structure***

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

The Governor’s Emergency Management Advisory Council (GEMAC) has emerged as the Governor’s primary advisory body on homeland security issues. GEMAC started in 1950 as the Civil Defense Advisory Council (Chapter 563, Acts of 1949). It became the Emergency Management Advisory Council in 1981 (Chapter 505, Acts 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 MEMA and currently has 41 members.

While selecting a single entity to take the lead on advisory matters is a positive step, DLS notes that many of the redundant and overlapping groups observed in fiscal 2004 still exist, and there seems to be no streamlining plan. As DLS noted in its report on homeland security in 2003, many of the task forces and councils that exist have redundant membership and redundant missions and appear to be superfluous. Below is a partial list:

#### **Other Task Forces and Councils**

- ***Anti-Terrorism Advisory Committee (ATAC):*** ATAC was created at the direction of the U.S. Attorney General on September 17, 2001. ATAC is under the authority of the U.S. Attorney for Maryland. Its goals are to coordinate activities, develop policy, and implement a strategic plan to combat terrorism in the State, as well as to coordinate with the other ATACs around the nation.
- ***The Maryland Joint Terrorism Task Force (MJTTF):*** MJTTF is a joint investigation and policing unit under the direction of the Federal Bureau of Investigation.
- ***Maryland Maritime Security Group:*** The Maritime Transportation Security Act of 2002 provides for a national system for securing the Marine Transportation Systems.
- ***The Maryland Terrorism Forum (MTF):*** MTF was created in 1998 to provide leadership in preparing for a terrorist attack.
- ***Emergency Medical Services Board (EMSB):*** EMSB directs MIEMSS and reviews and approves its operating and capital budgets. The board also reviews and approves certain budget components of the Shock Trauma Center, Maryland’s Fire and Rescue Institute, and the Aviation Division of the Department of State Police (DSP).

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- ***State Emergency Medical Services Advisory Council (SEMSAC):*** SEMSAC represents statewide emergency medical services interests, serves as EMSB's principal advisory body, and ensures that regional issues are represented effectively at the State level.
- ***Maryland Security Council:*** The Maryland Security Council was created by Chapter 4, Acts of 2002, and is a 15-member council within the Executive Department. The council is strictly advisory and has no operational control over the State's emergency management response. By December 1 of each year, the council must submit a report to the Governor and the General Assembly concerning its activities and recommendations.

**GOHS should be prepared to explain why all of these entities are necessary with a special emphasis on how the duties and mission of the Maryland Terrorism Forum, the Maryland Security Council, and GEMAC differ enough to merit the existence of all three. The office should also be prepared to detail how the redundant membership of several key officials on these boards does not create constraints on management time. Furthermore, DLS recommends that the General Assembly consider abolishing the Maryland Security Council and transfer any essential duties it has to an existing council or task force.**

### **MEMA Re-organized**

MEMA has been reorganizing its staff and services since December 2003. The agency is being strategically organized to provide 24/7 customer service to the State's local jurisdictions and to become more cross functional. MEMA has recruited individuals with law enforcement, public health, and fire service backgrounds to fill key positions and opened its 24/7 watch center in October 2003.

Additionally, MEMA and the Maryland National Guard acquired a joint mobile operations center for major incidents and continuity of operations. Finally, MEMA is working closely with OHS to improve homeland security grant funding oversight and priority setting.

### **Grants Management**

The Governor's Office, in coordination with MEMA, DHMH, and the Maryland Department of Transportation has been building a program management process for all homeland security related funding. Project progress is tracked monthly to ensure both the Strategy and Management Plans are on track. A major goal for fiscal 2005 is continued improvement of financial accounting for the homeland security funds.

In the past year, the Baltimore Urban Area Security Initiative (UASI) was organized to give full authority to the Baltimore Metropolitan Council Board to act as the decision-making body for the UASI. This has allowed the executives of the seven jurisdictions in the Baltimore urban area to decide the speed and scope of the \$26.5 million over which they have control. In addition, the Department of General Services, in coordination with MEMA, has developed a web-based

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procurement initiative that allows local jurisdictions to purchase emergency response equipment with their grant allocations on-line. The web-based process significantly streamlines the grant reimbursement process.

**The Governor’s Office should be prepared to update the committees on the progress of the efficiency measures it has undertaken as well as its plans for the future. The office should include comments on what it has identified as the major obstacles and its goal for how quickly reimbursements can be made.**

## ***Survey of Local Jurisdictions***

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During the 2004 interim, DLS mailed a homeland security questionnaire to the directors of finance and budget (or comparable position) of the 23 counties and Baltimore City. The survey asked a variety of questions about homeland security efforts in the local jurisdictions including spending, plans, needs and interaction with State agencies; a blank survey is attached in **Appendix 1**.

Seventeen jurisdictions returned the survey; therefore, DLS believes the results are a reliable representation of the state of homeland security in Maryland's local jurisdictions. The questions and responses can be categorized into the following four areas: finances, needs, process, and ratings. A summary of their responses follows.

### **Finances**

For fiscal 2003 and 2004, the jurisdictions report having spent approximately \$49 million for homeland security measures, but they also report the common problem of trying to differentiate between homeland security expenditures and regular emergency preparedness expenditures. Of the \$49 million, \$13 million was State or local funds, while the remaining \$36 million was federal funds. **Exhibit 12** presents some details on homeland security expenditures in the local jurisdictions.

**Exhibit 12**  
**Homeland Security Spending in Maryland as Reported by Local Jurisdictions**  
**Fiscal 2003 – 2004**  
**(\$ in Thousands)**

**Federal**

<u>Fiscal Year</u>	<u>Total Federal Dollars Spent on Homeland Security</u>	<u>Total Federal Expenditures on Homeland Security by Category</u>				
		<u>Training</u>	<u>Equipment</u>	<u>Personnel</u>	<u>Other</u>	<u>Unallocated</u>
2003	\$13,402	\$785	\$8,875	\$1,588	\$1,697	457
2004	22,231	459	14,164	3,740	3,237	631

**State and Local**

<u>Fiscal Year</u>	<u>Total State and Local Spending on Homeland Security</u>	<u>Total State and Local Expenditures on Homeland Security</u>				
		<u>Training</u>	<u>Equipment</u>	<u>Personnel*</u>	<u>Other</u>	<u>Unallocated</u>
2003 and 2004	\$13,319*	\$154	\$1,046	\$6,209	\$5,662	\$248

\* State and local expenditures are combined for fiscal 2003 and 2004.

Note: “Unallocated” is due to one county providing only total spending and not breaking it down by category.

Source: Survey of Local Jurisdictions conducted by the Department of Legislative Services

As Exhibit 12 shows, the jurisdictions have spent more on equipment, approximately \$24 million, than on training, exercises, and planning combined. The spending on personnel was mostly State and local funds as is expected given the restrictions on the federal money. However, use of federal money for personnel was significant. In follow-up interviews, jurisdictions reported that certain federal grants permitted using funds to pay for overtime expenditures related to increasing the threat level from yellow to orange.

The jurisdictions report that the main local fund expenditure is for overtime for first responders, especially when the threat level is elevated. Many indicated that they could not really quantify this amount, only four provided any estimates but report that they had definitely incurred more over

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time than they would have otherwise. A few jurisdictions also indicated that they had spent local funds on other security measures such as training and physical security at facilities.

The “other” category was also significant. Larger jurisdictions used this category to report items such as firefighter grants, funding for emergency operation centers, water supply security, publication costs, and similar expenditures that did not conveniently fit into a category.

### **Needs**

Exhibit 12 also shows that the smallest amount of spending was on training. The jurisdictions report that they spent \$1.4 million in combined federal, State, and local funds on training. The jurisdictions reported that training remains a great need, and about half report that training is a top tier priority for future expenditures. There are two factors affecting training spending in local jurisdictions. One is that Maryland has a long established nationally recognized training program for first responders. Therefore, jurisdictions are not reporting this training as homeland security related. The second factor is that the federal grants that are available for training are very restrictive as to what kind of training is eligible for reimbursement, some of which overlaps with what the State already provides. While it may not seem so, it is consistent for jurisdictions to report low spending on training and still have it listed as a high priority need.

**OHS should be prepared to comment on measures being taken or planned to address the training needs of emergency responders.**

The other commonly cited outstanding need is interoperable communications. This is no surprise given the discussion above. Also mentioned by several jurisdictions is the need for personal protection equipment for first responders. Specifically, they are referring to equipment that provides protection to personnel that must work in areas that may have been exposed to chemical, biological, or nuclear hazards.

**OHS should be prepared to comment on how the need for personal protective equipment is being addressed.**

### **Process**

There were some issues raised in the survey responses that can best be categorized as process issues. One dealt with the reimbursement process. It is the only issue which received a response from every jurisdiction. The federal homeland security grants are not allocated prospectively. Instead, States and jurisdictions are granted authority to be reimbursed up to their allocated amount for qualified homeland security expenditures. When asked how the federal reimbursement only policy affected the counties’ procurement, only two jurisdictions reported any kind of problem at all, which were minor, and one jurisdiction reported no problems but a preference for direct block grants.

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The other concern that was evident in several answers was personnel. Almost all of the federal grants place tight restrictions on using the funds for hiring additional staff. This is a concern to several jurisdictions; almost all indicated the need for more personnel of some sort whether it be planners or first responders. Based on the comments and responses provided by the jurisdictions, personnel is looming as a large issue and could be an important choke point in the near future. **OHS should brief the committees on the State’s plans to address the potential personnel shortage.**

## **Ratings**

The respondents were also asked to rate their satisfaction with various State agencies in dealing with them on homeland security issues. **Exhibit 13** show each agency and the agency’s average score (1 is best and 5 is worse).

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**Exhibit 13**  
**Local Jurisdiction’s Ratings of Homeland Security Agencies**

<u>Agency</u>	<u>Score</u>
Governor’s Office of Homeland Security	1.9
Maryland Institute for Emergency Medical Service Systems	1.9
Maryland State Police	2.0
Department of Agriculture	2.0
National Capital Region Senior Policy Group*	2.0
The Maryland Joint Terrorism Task Force Maryland Maritime Security Group	2.1
Anti-Terrorism Task Force	2.2
Department of Health and Mental Hygiene	2.5
Governor’s Emergency Management Advisory Council	2.5
Maryland Emergency Management Agency	2.6
Maryland Department of the Environment	2.7
Department of General Services	2.7
Maryland Maritime Security Group*	3.0
The Maryland Terrorism Forum*	3.0
Maryland Security Council*	3.2

\* Indicates that there were five or fewer responses.

Source: Department of Legislative Services

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DLS notes that the Maryland Security Council, recommended for abolition above, and the Maryland Terrorism Forum received the lowest ratings. This may not reflect performance, but a lack of familiarity at the local level with their activities.

**In addition to abolishing the Maryland Security Council, DLS also recommends that the Maryland Terrorism Forum’s essential duties be transferred and the Forum be abolished.**

**Department of Legislative Services  
Homeland Security for Local Governments**

*(use back or additional sheet as necessary)*

1) How much federal homeland security money did your jurisdiction qualify for in State fiscal years 2003 and 2004 in total and from the following sources?

FY 2003	FY 2004	Total
_____	_____	_____
_____	_____	Department of Homeland Security
_____	_____	Department of Health and Human Services
_____	_____	Department of Justice
_____	_____	Department of Agriculture
_____	_____	Environmental Protection Agency
_____	_____	Department of Transportation
_____	_____	Federal Aviation Administration
_____	_____	Other (Please Specify) _____

2) How much of these funds have been received?

3) How much of these funds have been expended?

4) How much has your jurisdiction spent on the following due to the increased emphasis on homeland security?

**Federal Funds**

	FY 2003	FY 2004
Training	_____	_____
Equipment	_____	_____
Personnel	_____	_____
Other	_____	_____

(Please Explain)

**State/Local Funds**

	FY 2003	FY 2004
Training	_____	_____
Equipment	_____	_____
Personnel	_____	_____
Other	_____	_____

(Please Explain)

- 5) What do you intend to use unexpended and/or future appropriations for?
  
- 6) What are the greatest remaining needs for your jurisdiction?
  
  
- 7) With 1 being Best or Very Satisfied and 5 being Worse or Completely Unsatisfied, please rate your jurisdiction’s interactions with the following State agencies or organizations concerning homeland security issues. (If you have not any interaction with an agency please put a “0”)

- \_\_\_\_\_ Maryland Emergency Management Agency
- \_\_\_\_\_ Maryland State Police
- \_\_\_\_\_ Department of Health and Mental Hygiene
- \_\_\_\_\_ Governor’s Office of Homeland Security
- \_\_\_\_\_ Maryland Institute for Emergency Medical Service Systems
- \_\_\_\_\_ Maryland Department of the Environment
- \_\_\_\_\_ Department of General Services
- \_\_\_\_\_ Department of Agriculture
- \_\_\_\_\_ Anti-Terrorism Task Force
- \_\_\_\_\_ The Maryland Joint Terrorism Task Force
- \_\_\_\_\_ Maryland Maritime Security Group
- \_\_\_\_\_ The Maryland Terrorism Forum
- \_\_\_\_\_ Maryland Security Council
- \_\_\_\_\_ Governor’s Emergency Management Advisory Council
- \_\_\_\_\_ National Capital Region Senior Policy Group

Please feel free to add any additional comments:

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Appendix 1 (Continued)

- 8) Has the federal government’s “reimbursement only” policy hindered your ability to obtain certain equipment or training you need?
- 9) Please describe and quantify if possible the additional costs your jurisdiction has incurred due to the increased emphasis in homeland security (i.e. police overtime, equipment purchases, emergency training, etc.)?
- 10) Are there any other comments or thoughts you would like to make?

*Please provide the following:*

Contact person: \_\_\_\_\_

Jurisdiction: \_\_\_\_\_

Position/Job Title: \_\_\_\_\_

Phone/e-mail: \_\_\_\_\_