

North Dakota Emergency Managers

Roles & Responsibilities

**Compiled by the
North Dakota
Department of Emergency Services**

Oct. 2019



TABLE OF CONTENTS

Executive Summary	Page 3
Background	Page 3
Emergency Manager Definition	Page 4
Categories of Responsibilities	Page 4
Disaster Response and Recovery	Page 5
Local Emergency Operations Plan	Page 5
Operations	Page 6
Emergency Operations Center/ Resource Management ...	Page 6
Homeland Security Grant Program	Page 6
Emergency Management Performance Grant	Page 7
Local Emergency Planning Committee	Page 8
Emergency Public Information	Page 8
Multi-Hazard Mitigation Plan	Page 8
Threat & Hazard Identification & Risk Assessment	Page 9
EOC Design and Development	Page 9
Summary	Page 11

NOTE: Any reference in this document to “jurisdiction” means city/county/tribal

EXECUTIVE SUMMARY

Natural disasters, which require multi-discipline and multi-jurisdictional response, developing technology, energy industry development and subsequent growth of population, and the increase expectations of the State's citizens, transient population, and media have impacted the role emergency managers are expected to perform in prevention, protection, mitigation, response, and recovery.

In turn, there is a need for strong, professional emergency managers with a broad knowledge of state and federal regulations, knowledge of their responder capabilities, the ability to work with a variety of volunteers and professionals (local, state and federal) to include the whole community, and to build coordinated and collaborative responses to disasters.

This document is an attempt to define the role of county, city and tribal emergency managers in North Dakota and to bring together in a concise manner the duties, tasks, and expectations of those individuals.

BACKGROUND

The North Dakota Disaster Act of 1985 (Chapter 37-17.1 of the North Dakota Century Code) was passed with the purpose to "reduce vulnerability of people and communities of this state to damage, injury, and loss of life, and property and the resulting from natural and manmade disasters or emergencies, threats to homeland security, or hostile military or paramilitary action."

37-17.1-07. Local or regional emergency management organizations.

1. All areas of the state are within the jurisdiction of and must be served by the division of homeland security and by a local or regional emergency management organization.
2. Each county shall maintain an emergency management organization that serves the entire county or must be a member of a regional emergency management organization that serves more than one county.
3. Each city shall provide an emergency management organization of its own, or it shall participate in the countywide emergency management organization. Each governing board of a city shall make its determination on the basis of the city's emergency management requirements, hazards, capabilities, and resources. If a city provides an emergency management organization of its own, the city and county shall coordinate the city and county emergency plans.
4. The mayor or the president of the board of city commissioners in a city with an emergency management organization and the chairman of the board of county commissioners shall notify the division of homeland security of the manner in which the city and the county are providing or securing emergency management activities, identify each individual who will coordinate the activities of the local emergency management organization, and furnish additional information relating thereto as the division requires.

5. Each local or regional emergency management organization shall prepare and keep current a local disaster or emergency operational plan for its area.

6. Each local or regional emergency management organization shall prepare and distribute to all appropriate officials in written form a clear and complete statement of the disaster or emergency responsibilities of their local agencies and officials.

EMERGENCY MANAGERS

EMERGENCY MANAGER DEFINITION

The emergency manager has overall responsibility for the emergency management program within their county, city or tribe. While the program may differ from jurisdiction to jurisdiction, minimally it will contain:

- Local Emergency Operations Plan
- Hazardous Materials Plan

Many emergency managers utilize the LEPC, whose members include fire, police, emergency medical services, public works, volunteers and other whole community stakeholders, in the development of these plans and the management of and response to emergencies within a jurisdiction. The LEPC members support the emergency manager during emergencies within a jurisdiction. Emergency managers work closely with incident commanders to provide resource coordination and logistical support for larger incidents.

The emergency manager serves as subject matter experts for jurisdictional executive leadership and works closely with other agencies and whole community stakeholders to collectively prepare their jurisdiction to protect, prevent, mitigate, respond to and recover from natural, adversarial and technological emergencies. Additionally, the emergency manager is a key part of the state response system, and in widespread, catastrophic disasters could integrate with the overall federal response system.

KEY RESPONSIBILITIES

The responsibilities of an emergency manager include but are not limited to:

- Disaster Response and Recovery
- Local Emergency Operations Plan (LEOP)
- Operations
- EOC and Resource Management
- Manage Grants received
- Local Emergency Planning Committee and Hazardous Materials Plan
- Emergency Public Information

- Local Multi-Hazard Mitigation Plan
- Threat and Hazard Identification and Risk Assessment (THIRA)

In the following details about the above key responsibilities, those which are **top priority** are in **red** type, **secondary priority** are in **blue** type, and tertiary priority are in black type.

This list is not intended to be all inclusive. Roles and responsibilities will change over time and local jurisdictions may have additional responsibilities based on their unique needs.

Disaster Response and Recovery

Following a disaster, the emergency manager coordinates and supports their local governments, responders, private sector partners and citizens to access state and federal assistance programs.

- **Track and report to NDDDES through WebEOC jurisdictional disaster damages to determine if required threshold is met to request a formal, Preliminary Damage Assessment (PDA)**
- **Coordinate and assist with PDAs**
- **Submit and maintain a local Multi-Hazard Mitigation Plan**
- **Develop and maintain a Disaster Recovery Plan**
- Participate in applicant briefings after a presidential disaster declaration
- Ensure the jurisdiction designates an applicant agent who will:
 - Submit reimbursement requests with invoice and proof of payment
 - Submit quarterly financial progress reports
 - Maintains disaster documentation files as prescribed by record retention rules

Local Emergency Operations Plan (LEOP)

The LEOP is generally considered to be all documents which guide operational coordination before, during and after incidents/emergencies/disasters across all five mission areas of the National Preparedness Goal. The below guidance applies primarily to those documents governing the delivery of response and recovery Core Capabilities.

The emergency manager is responsible for working with their jurisdiction's local officials, responders and –other Whole Community stakeholders to develop and maintain the LEOP to include:

- **Incorporation of the National Incident Management System (NIMS) including Incident Command System (ICS) and other state/federal mandates. This includes, but is not limited to, defining how the jurisdiction**

- will establish and maintain unified and coordinated operational structures and processes which integrate all critical Whole Community stakeholders, support the delivery of Core Capabilities at the operational level (see Comprehensive Planning Guidance (CPG) 101 (CPG 101)) primarily through collaboration within the local EOC, and link to tactical operational coordination structures and processes on scene.
- Compliance with Comprehensive Planning Guidance (CPG) 101 including plan development and revision leveraging the Six Step Emergency Planning Process as a guideline.
 - Review and/or update the LEOP every two years:
 - Ensure all threats and hazards are addressed identified in the plan common second and third order/cascading effects and operational requirements are addressed within the multi-hazard/threat aspects of the overall LEOP: such as:
 - Evacuation
 - Human and animal sheltering
 - Other mass care concerns such as feeding
 - Access functional needs, limited English proficiency and other vulnerable populations
 - ICS/UCS structure and position-specific guidelines and checklists
 - Emergency Operations Center (EOC) management
 - Public information
 - Resource requests, management and tracking
 - Demobilization of resources and ICS/USC structures
 - Hazard/threat-specific annexes, operational checklists, and other documents which supplement multi-hazard/threat planning
 - Annexes, operational checklists, and other documents supplementing multi-hazard/threat planning which amplify processes and procedures for delivery of specific Core Capabilities
 - Leverage the Threat and Hazard Identification and Risk Assessment (THIRA) Core Capability targets to identify internal capacities to respond, gaps in these capacities, conditions and decision points for requesting outside assistance, and residual risk the jurisdiction may need to accept because such gaps may not be fully closeable even with outside assistance.
 - Identify available resources to include local, private, voluntary and mutual aid
 - Conduct a resource gap analysis (may be done as part of the THIRA target analysis).
 - Conduct planning meetings with agencies and organizations identified in the plan to identify and agree upon roles and responsibilities
 - Develop and maintain mutual aid agreements

Operations

During a disaster the emergency manager is responsible for assisting responders in establishing the Incident Command System and coordinating response as needed.

- Designate and train a backup who can act in the emergency manager's absence
- Conduct a thorough initial assessment, to include potential resource needs, and immediately notify the NDDDES Duty officer when an emergency/disaster event is imminent, occurring, or has happened. Ensure appropriate local agencies and jurisdictions have been notified and briefed.
- Submit timely initial and periodic situation reports to NDDDES via WebEOC
- Coordinate with local officials to issue emergency/disaster declarations
- In coordination with the Incident/Unified Command and local EOC
 - Assist with the identification and procurement of local, private, voluntary, and mutual aid resources as necessary
 - Coordinate state and federal assistance through NDDDES when local, private, mutual aid, and voluntary resources are exhausted

EOC / Resource Management

- Activate and ensure management of the EOC as necessary (see EOC Design and Development on page 10)
- Develop and maintain a comprehensive list of local, private and mutual aid resources
- Facilitate development of an EOC incident objectives and subsequent level of EOC action planning as necessary

Homeland Security Grant Program

The emergency manager, as determined by the commission/council, may be responsible for working with whole community partners to identify and prioritize needs (planning, training, exercise, and equipment) to build or enhance capabilities that relate to the prevention of, protection from, mitigation of, response to, and recovery from acts of terrorism or other catastrophic events.

- Distribute grant opportunities to local agencies and jurisdictions

The individual assigned this responsibility must:

- Submit application through DES Grants online software
- Submit quarterly progress reports on approved grant projects
- Adhere to federal, state, and local procurement regulations
- Complete Environmental and Historic Review (EHP) paperwork

- Submit reimbursement requests including proper supporting documentation
- Maintain and retain grant records
- Track and maintain equipment inventory lists of equipment purchased with grant funds
- Participate in grant monitoring visits
- Provide information for homeland security data/information requests

Emergency Management Performance Grant

Federal funds through the Emergency Management Performance Grant (EMPG) are available to assist county/city/tribal governments in enhancing and sustaining their emergency management programs. To obtain this funding the emergency manager must:

- Submit application through DES Grants online software to include a budget and work plan that outlines how their jurisdiction will sustain and enhance the program
- Complete the work described in the work plan
- Complete required tasks by deadlines
- Submit quarterly progress reports on the status of completed work described in the work plan
- Submit reimbursement requests, including proper supporting documentation
- Maintain and retain grant records
- Track and maintain equipment inventory lists of equipment purchased with grant funds
- Participate in grant monitoring visits
- Submit a 3-year training and exercise plan for the jurisdiction
 - Complete the EMPG minimum training and exercise requirements for emergency managers
 - Participate in annual Emergency Management Association/NDDDES conference
 - Track and maintain local training and exercise records, provide data to NDDDES as part of progress reports
 - Conduct or participate in a minimum of one exercise yearly
 - Coordinate after action reviews and improvement plan development following an exercise or real world event and submit to NDDDES

Local Emergency Planning Committee

The emergency manager may play a pivotal role in the organization and coordination of actions of the Local Emergency Planning Committee/Tribal Emergency Response Commission (LEPC/TERC):

- Under the Emergency Planning and Community Right-to-Know Act (EPCRA), Local Emergency Planning Committees (LEPCs) must develop an emergency response plan and review the plan annually. It is suggested meetings be scheduled at least two times a year; however, quarterly is recommended.
- Serve on the LEPC as determined by the commission/council as a member: Possible duties may include:
 - Recruit, train, and maintain LEPC membership representation from a cross-section of the community as directed by the commission
 - Provide public information regarding topics such as – meeting announcements, LEPC membership, plan/emergency notification procedures, EPA fact sheets, EPCRA and farmers, EPCRA updates
 - Publish annually the location where the public can review documentation (Section 324 Notice)
 - Review and maintain Tier II facility information and response plans (reconcile with Fire Departments for accuracy)
 - Keep minutes and records of all actions
 - Ensure a non-lapsing, restricted financial account -- County Hazardous Chemicals Preparedness and Response account is established
 - Be knowledgeable about EPCRA and hazardous material programs
 - Conduct Tier II site assistance visits, as requested, and review facility emergency response plans

Emergency Public Information

Media (both print and electronic) including local, state and national media, can be demanding and can also play a vital role in getting information out to the citizenry. An understanding of the media, its attitudes and abilities, can be essential in getting your message across.

- Ensure the LEOP addresses public information to include identification of Public Information Officer(s) and their duties and, establishment of a Joint Information Center (JIC)/Joint Information System (JIS).
- Conduct public awareness campaigns to include: severe winter weather, severe summer weather, specific hazards (as deemed appropriate) and participate in National Preparedness Month

Multi-Hazard Mitigation Plan

With concurrence of commission/council develop and maintain a multi-hazard mitigation plan.

Funding for mitigation projects is only available to counties which have a federally approved local multi-hazard mitigation plan.

Threat and Hazard Identification and Risk Assessment (THIRA)

Sound foundations all emergency planning requires a Threat and Hazard Identification and Risk Assessment (THIRA) as a first step. To complete the THIRA process the emergency manager must engage the Whole Community to identify and context threats and hazards of concern, determine Core Capability targets, assess capacities to meet these targets, identify gaps in these capacities, and inform planning specific to identifying the outside resources required to close these gaps.

Procedures, tools and technical assistance for completing THIRA requirements will be provided by NDDDES-HLS staff periodically and as needed.

EOC DESIGN AND DEVELOPMENT

Configuring an Emergency Operations Center is largely a local decision. There are a number of issues which should be considered as you develop an EOC to meet your jurisdictional needs as reflected in available space, staffing/volunteers and funding.

There is no single template which addresses all of the functionality needed in a local EOC, but there are some basics which should be addressed during the development stage. Below are some generic EOC checklists to consider when designating a primary and alternate EOC.

Facility

- Designate a “primary” and alternate EOC locations
- Ensure both facilities have adequate space for community leadership, local response liaisons and public/private sector partners.
- Ensure facilities can expand to meet the needs of a larger incident.
- Ensure neither facility is in a high-risk area (i.e. floodplain)
- Make sure the EOC is structurally sound
- Develop and implement an exercise schedule for transitioning from “primary” to “alternate” EOC

Security

- Ensure the EOC/Alternate EOC is physically secure with adequate doors and locks
- Develop an access control plan
- Identify personnel and volunteers needing security clearance

Communications/Technology Security

- Local Area Network (LAN) and Statewide Area Networks (WAN) should be protected against cyber attack
- Establish radio communications protection (secure, encryption, etc.)
- Ensure an adequate number of telephone (secure or non-secure) and fax lines
- Ensure the EOC/Alternate EOC is cell phone capable

Interoperability

- Develop plans and capability to monitor emergency services radio traffic.
- Develop a plan and training/refresher training for utilization of WebEOC
- Develop a plan for routine training/exercising of joint communications

Operational Coordination/Planning

- Develop an EOC activation protocol including designated authority to activate (ensure procedures can be scaled to the size of the emergency/activity)
- Develop a 24/7 staffing plan
- Identify an ICS structure for the EOC and assigned personnel
- Develop position specific responsibilities/checklists
- Identify a process for development/maintenance of a common operating picture
- Develop and implement practices for Incident Action Planning/the Planning P process to guide operations and activities occurring within the EOC which support on-scene Incident Commanders and the jurisdiction as a whole
- Develop a training plan for EOC personnel/volunteers
- Identify mapping/GIS access for the EOC

Other

- Develop a plan for 24/7 operations (food, water, fuel for backup generators, paper products, office supplies, etc)
- Ensure backup power is available for the EOC/Alternate EOC
- Ensure there is an uninterruptible power supply (UPS)
- Develop a plan for management of the heating ventilating and air conditioning systems
- Ensure that an adequate number of tables, chairs, desks, etc. are available for emergency operations
- Ensure that computers are available and that connections are available for those who bring their own computers

- Confirm video teleconferencing capabilities or other options such as SKYPE for Business, Adobe Connect, MS Teams, etc

SUMMARY

Emergency management is about coordination and collaboration to assure a synchronized Whole Community approach to disaster/emergency consequence management and delivery of Core Capabilities across all the Mission Areas of Prevention, Protection, Mitigation, Response, and Recovery. The emergency manager is the subject matter expert when addressing disaster or emergency concerns – before, during, and after an event. They should have a working knowledge of local government; prevention, protection, mitigation, response, recovery, and mutual aid capabilities; and state and federal programs.

The local emergency manager is the primary component in a nationwide system designed to accomplish National and North Dakota Preparedness Goals. It is important that all emergency managers understand they are a partner in the system and they do not have to face a disaster/incident on their own. The local emergency managers coordinate local capabilities regardless of Mission Area, and, when local resources are overwhelmed state, federal, and other Whole Community resources can be leveraged to help close gaps in local capabilities.