

Concept of Operations

A. General

It is the responsibility of government to protect life, property and the environment from the effects of hazardous events using the five phases of emergency management: preparedness, response, recovery, mitigation and prevention. This plan is based on the concept that the emergency functions performed by various groups responding to an emergency will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases.

This plan incorporates the principles of the National Incident Management System (NIMS), a nationwide approach to domestic incidents management; applicable at all jurisdictional levels and across functional disciplines in an all-hazards context. It is not an operational incident management or resource allocation plan. NIMS represents a core set of doctrines, principles, terminology and organizational processes to enable effective, efficient and collaborative incident management at all levels. NIMS provides a consistent nationwide template to enable all government, private-sector and nongovernmental organizations as follows:

Incident Command System (ICS)

The Incident Command System (ICS) is considered the most effective system for managing emergencies. The National Fire Academy ICS can be used as a standard for Emergency Management Operations. The Burke County subscribes to the use of ICS an important part of NIMS. ICS is a standardized, flexible, on-scene, all-hazard incident management concept. ICS allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by jurisdictional boundaries.

Unified Command System (UCS)

A Unified Command System, part of ICS, is established upon activation response to an incident. This system agencies with responsibility for the incident to participate in the decision making process. Under a Unified Command, agencies work together through the designated members of the Unified Command to analyze information and establish a common set of objectives and strategies.

Area Command (Unified Area Command)

An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Local government, because of its proximity to these events, has the primary responsibility for emergency management activities. Other levels of government provide resources not available at

the local level. If local resources (county, city and private) are not available, the county/city may request assistance through the Burke County Emergency Management Office after the political subdivision has issued a disaster or emergency declaration. When the emergency exceeds the county government's capacity to respond, assistance from the state government will be requested through the North Dakota State Department of Emergency Service. After the county has issued a disaster or emergency declaration, the Governor will request federal assistance through a presidential emergency or major disaster declaration. The federal government may provide assistance and resources to the state where needed. Federal assistance may be extended to aid in recovery from major disasters.

The Emergency Operations Center (EOC) will be activated for all incidents requiring a significant dedication of resources and/or extraordinary interagency coordination outside the realm of normal day-to-day emergency situations responded to by law enforcement, fire and EMS agencies.

Day-to-day functions that do not contribute directly to response actions to an emergency may be suspended for the duration of the emergency. The resources and efforts that would normally be required for those functions may be diverted to the accomplishment of emergency tasks by the agency managing the use of the resources.

Hazard-specific appendices are covered in the local multi-hazard mitigation plan, which links to the Emergency Operation Plan (EOP). The multi-hazard mitigation plan and the EOP are linked in that the multi-hazard plan identifies the prevention measures and the EOP addresses procedures for responding to problems created by the hazards.

B. Continuity of Government

Succession of Leadership:

County Commissioners

- Chair
- Vice chair
- Most senior member of commission

City Government

- Mayor
- President of city council
- Most senior member of council

EOC Personnel

- Emergency Manager
- Assistant to the manager
- On call designee

Line of succession for each agency/department is according to the department rules and/or standard operating procedures. Each county/city functional coordinator will have a designated alternate to fulfill assigned responsibilities.

C. Preservation of Records

The preservation of important records and the taking of measures to ensure continued operations and, if necessary, reconstitution of local government during and after catastrophic disasters or national security emergencies is the responsibility of the executives of each jurisdiction. Records to be preserved should include, at a minimum:

Records required to protect the rights of individuals: These records include: marriage licenses and divorce papers, property and land titles, tax statements and licenses, and records required by health, fire, law enforcement and public works to conduct emergency operations.

Records required to re-establish normal government functions and to protect the rights and interests of government: Appropriate department heads will be responsible for securing documents necessary for continuing operation during times of emergencies.

D. Relocation of Government:

All critical facilities at the county and city level such as the EOC, law enforcement, fire and the courthouse should have an alternate location if evacuation becomes necessary. Educational facilities, public works buildings, jails, communications centers, fire halls and law enforcement centers are possible relocation facilities as they already contain considerable communication equipment.

E. Emergency Checklist

The following is a guide for response to all hazards.

Emergency Occurs

Notification/Warning

To alert the general public and persons designated to respond:

1. Notify First Response Agencies
 - Law enforcement
 - Fire
 - Emergency medical services
 - Notify hospital
 - Notify coroner
2. Establish NIMS Incident Command structure
3. Initial Assessment of Situation
 - Scene safety
 - Nature of disaster
 - Atmospheric conditions

- Injuries/fatalities
- Resources committed
- Evaluate need for outside assistance
- 4. Notify EOC/Emergency Manager
- 5. Initiate Public Warning Systems
 - Outdoor warning sirens
 - Emergency Alert System (EAS)
 - Public loud speaker
 - Public information officer
- 6. Notify functional coordinators
- 7. Alert Mutual Aid Partners for additional support
- 8. Notify chief elected officials
- 9. Notify ND Department of Emergency Services
- 10. Notify volunteer organizations as needed

Immediate Public Safety

To provide for the safety of people and aid the injured:

1. Initiate actions to reduce current and future hazards
 - Activate HazMat teams
 - Activate bomb squad
2. Evacuation/shelter in place
3. Emergency medical services
 - Triage
 - DeCon
 - Transport
 - Treat
4. Search and rescue
 - Contact EM/NDDES for Civil Air Patrol Support

Property Security

To provide protection for public and private property:

1. Provide barricades in necessary areas
2. Provide traffic and crowd control
3. Establish Perimeter Scene Security
4. Remove objects that may be ongoing hazards
5. Facility security
 - Family Assistance Center
 - Health Facilities (including morgue)
 - EOC
 - Critical Facilities
 - Airports
 - Water facilities
 - Power generation
 - Communication
 - Courthouse/City Hall

Public Welfare

To provide care for people injured or dislocated and assess damage:

1. Establish family assistance center
2. Establish family reunification area
3. Disseminate public information
4. Shelter
5. Food/water
6. Clothing
7. Sanitation
8. Prescriptions
9. Animal welfare

Restoration

To bring the necessities of life back to normal:

1. Reestablish communication capability ASAP
2. Mobilize community resources
3. Restore critical facilities
 - Hospitals
 - Law Enforcement center
 - Emergency Operation Center
 - Fire
 - Nursing homes
4. Restore Utility Services
 - Water/waste water
 - Power
 - Electric
 - Gas
 - Telephone
5. Restore transportation arteries
6. Decontamination
 - Public infrastructure
 - Homes/businesses

F. Functional and Task Coordinators

Significant responsibilities common to emergencies and disasters are grouped into ten areas, which are termed functions. The departments having responsibility by law or day-to-day resource and operational capability within each of these functions are identified and assigned by specific task/responsibility, and are listed on subsequent pages.

Any county or city agency or department may be assigned an emergency mission. The supervisor of each department is responsible for the accomplishment of an assigned task or function through the development of SOPs located at their facility. Assignment of functions and tasks are listed by functional area. In addition, each department is assigned the following general tasks:

1. Provide personnel, equipment, and facilities on a 24-hour basis.
2. Plan and provide for the safety of employees and protection of public property in the event of an emergency.
3. Coordinate actions with the County Emergency Manager and with departments having related tasks.
4. Train personnel assigned to emergency tasks and participate in exercises to test emergency plans and procedures.
5. Provide for record keeping and documentation of the emergency and actions taken.
6. Prepare damage assessments.

The relationships between departments and functions are portrayed on the Department/Function Chart found on pages 16 and 17. This chart also distinguishes between functional coordination and task coordination responsibilities of various departments.

G. Mutual Aid Agreement

Mutual aid agreements should include the following to ensure NIMS compliance: definition of key terms used in agreements; roles and responsibilities of individual parties; procedures for requesting and providing assistance; procedures, authorities and rules payment, reimbursement and allocation of costs; notification procedures; protocols for interoperable communications; relationships with other agreements among jurisdictions; workers' compensation; treatment of liability and immunity; recognition of qualification and certifications; and sharing agreements, a required. The following is guidance for developing such agreements:

1. In the event of any flood, fire, tornado or other declared local emergency, (natural or man-caused) that cannot be met with the facilities of one of the contracting parties, the other contracting governmental agency agrees, upon request, to furnish aid in coping with such disaster or local emergency to the agency requesting aid upon either an actual or standby basis. The extent of aid to be furnished under this agreement shall be determined solely by the governmental agency or department thereof furnishing such aid, and it is understood that the aid so furnished may be recalled at the sole discretion of the furnishing agency.
2. Details on how to request mutual aid, the name of a coordinator and designated alternates authorized to send and receive such requests, and the lists of equipment and personnel subject to call will be covered by correspondence between the governmental agencies and the departments annually.
3. Personnel who are furnished will work as far as possible under their own supervisors, and equipment furnished will ordinarily be operated by personnel of the agency furnishing the equipment. General directions relative to work will be given by the appropriate officers of the agency receiving such aid. In the event equipment is sent without operators, strict accountability will be maintained, and the receiving official will be responsible for its supervision and the party receiving aid for its safe return.
4. Parties to this agreement shall be required to pay compensation to other parties to the agreement for services rendered hereunder. The receiving party shall pay all fuel oil, incidental

repairs, and food and lodging for operators. Equipment operating under the plan developed by the Associated General Contractors shall be reimbursed as outlined in the existing North Dakota Department of Transportation equipment rental rates (Plan Bulldozer), excluding profit.

5. Volunteer personnel must be registered by the sending governmental agency and covered by the worker's compensation insurance of the sending government.

6. It is mutually understood and agreed that this agreement does not relieve any of the parties hereto from the necessity and obligation of providing adequate resources within their own areas, and each party hereto agrees that it shall maintain reasonable and prudent diligence in keeping emergency equipment in its possession up to at least minimum standards of repair.

7. It is further mutually understood and agreed that the provisions of this agreement will be invoked only when, in the opinion of the city council or county commission, it is deemed necessary to declare an emergency or disaster and to request outside assistance because all of the normal facilities at their command have been exhausted, and outside assistance is needed to control the emergency. If an official suspects the situation may require outside aid, the other parties should be informed immediately so that resources can be put on standby status.

8. The agreement shall not be construed as or deemed to be an agreement for the benefit of any third party or parties, and no third party or parties shall have any right of action hereunder for any cause whatsoever. Any services performed or expenditures made in connection with furnishing mutual aid under this agreement by either party hereto shall be deemed exclusively to be for the direct protection and benefit of the inhabitants and property of such party. Any liabilities incurred as a direct result of support of a receiving government shall be borne by the receiving government.

9. Any party to this Mutual Aid Agreement may withdraw at any time, upon 30 days notice to each of the other parties, and thereafter, such withdrawing party shall no longer be a party to this agreement; but this agreement shall continue in force among the remaining parties.