

## MEMORANDUM OF UNDERSTANDING

BETWEEN  
Lake County Administrator  
AND  
Lake County Health Department  
AND  
Lake County Sheriff's Office  
FOR  
Establishing A Unified Lake County Emergency Management Agency

### PURPOSE

The purpose of this Memorandum of Understanding (MOU) is to:

1. Align and integrate all core elements of emergency management to establish one Lake County Emergency Management Program;
2. Establish a single, integrated Emergency Management Agency (EMA) that serves all of Lake County, Illinois. The unified EMA, hereinafter referred to as "EMA," will combine the capabilities of the previous Lake County Administrator's (CAO) EMA, the Lake County Health Department's (LCHD) Emergency Response Program (ERP), and the Lake County Sheriff's Office (LCSO) Department of Homeland Security (DHS); and
3. Establish an oversight and reporting executive council, hereinafter referred to as the Unified-EMA or "U-EMA."

### SCOPE

This is a standardized MOU between and among CAO, LCHD, and LCSD, hereinafter referred to as the "AGENCY/AGENCIES." The MOU in aggregate will be treated as a single authorization document and any party that concurs with this agreement, hereinafter referred to as "SIGNATORY," will be deemed to have identical authorization to request support and information within the structure and mechanisms described below. EMA will be the central repository of this MOU and will maintain and distribute copies upon request.

### OBJECTIVE

"Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to ***prevent, protect*** against, ***respond*** to, and ***recover*** from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS [National Incident Management System], preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training

and exercises, personnel qualification and certification, equipment certification, and publication management.” - *FEMA ICS Glossary of Terms [Emphasis added]*

Lake County seeks to create a model for emergency preparedness at the county level. The next step in improving the County’s preparedness is enhancing the interaction and relationship between the individual, dedicated emergency management activities--traditional emergency management, health emergency response, and homeland security. While each activity has been and could continue to be an effective means to addressing specific, independent challenges, there is an opportunity to create synergy between these activities and build a team of emergency management professionals who can help lead a “whole of government” approach to preparing for, protecting against, mitigating from, responding to, and recovering from all types of emergencies impacting Lake County.

Recognizing Lake County’s need for this all-hazards approach to emergency management and the need to more closely integrate all elements of its governance, regardless of which elected or appointed body those elements report to, the most efficient and effective means to achieve this objective is by unifying the individual, dedicated emergency management functions into an integrated EMA. The objectives of this integrated EMA are to:

1. Prepare Lake County government to respond to emergencies of all types in a responsive, efficient, and effective manner,
2. Develop and execute one, integrated Emergency Management Program for Lake County,
3. Assist municipalities, other government entities, and key business partners operating in Lake County to build resiliency in their preparedness,
4. Develop and maintain a staff of emergency management professionals to advise and assist leadership at all levels of government before, during, and after an emergency, and
5. Address the priorities and requirements of each contributing AGENCY through the integrated oversight of the U-EMA and direct oversight of EMA Manager through matrix management.

## **ORGANIZATION**

Implementing the NIMS concepts of unity of command and unity of effort will improve the responsiveness, efficiency, and effectiveness of Lake County’s Emergency Management Program and provide a foundational basis for establishing the integrated EMA and U-EMA.

All positions dedicated to emergency management functions within AGENCIES will unite into a single, integrated EMA under the supervision of the EMA Manager. Positions currently funded and managed within their AGENCIES, along with their respective revenue and expenditures, shall remain within their AGENCY management centers. While the total number of AGENCY positions dedicated to emergency management functions may vary, detailed below are the title, grade, and source for positions in Fiscal Year 2018.

<u>Grade</u>	<u>Position</u>	<u>Source</u>
M12	Manager	CAO
M10	Assistant Manager	CAO
M9	Emergency Response Coordinator	LCHD
M8	Director of Homeland Security	LCSO
K7	Emergency Response Specialist II	LCHD
K6	Emergency Management Specialist	CAO
K5	Emergency Response Specialist I	LCHD

EMA may internally restructure the organization and positions as needed to improve administration, operations, and staff professional development, after notification to and consultation and approval by the U-EMA in compliance with any grant requirements.

A designated management representative from each AGENCY will form the core leadership of the U-EMA. U-EMA will provide general monitoring of and support to EMA. EMA will be responsive to and report to the contributing AGENCIES through the U-EMA. The AGENCY management representatives must collectively agree to add any new organization to the U-EMA for policy-making or decision-making purposes. An AGENCY may bring guests to U-EMA meetings with prior approval from other AGENCIES. The designated management representatives of each AGENCY may collectively establish any ground rules or oversight procedures for U-EMA that they deem necessary to conduct their oversight.

## **OVERSIGHT AND REPORTING**

The U-EMA and its contributing AGENCIES are essential in setting the priorities, goals, and objectives for the Lake County Emergency Management Program and EMA. To ensure EMA is managing to those objectives and remains responsive to all AGENCIES, EMA will:

1. Prepare a strategic plan, including mission, goals, objectives, milestones, and metrics, and updated at least once over the 5-year period of the MOU;
2. Prepare an annual execution plan based on that strategic plan, due by 30 Oct for the next fiscal year, that identifies ownership, requirements, and deliverables for individual employees and that identifies the relationship of specific plan elements to the originating departments;
3. Review and update key performance indicators (KPIs) for the strategic plan and annual execution plan no less than quarterly;
4. Prepare an EMA Update that presents the current state of the Emergency Management Program and provides an update on the strategic and execution plans;
5. Present the EMA Update at least quarterly to the U-EMA, unless U-EMA agrees to amend the schedule; and

6. Prepare a written monthly activity report, due to the U-EMA by the 7th day of the following month, that describes the actions taken in the preceding month and that may be used for grant reporting, historical records, and other such uses deemed appropriate.

EMA will also prepare oral or written reports for the Lake County Board, Lake County Board of Health, Lake County Sheriff's Office, and the appropriate board committees, at least annually or per grant requirements or as directed by the U-EMA.

The U-EMA may call an executive session from time to time to discuss sensitive matters. The U-EMA may elect to include the EMA Manager as appropriate. Finally, U-EMA representatives can schedule a one-on-one meeting to review department priorities and concerns.

## **HUMAN RESOURCES**

The EMA staff must remain qualified, capable, cohesive, and agile. Hiring and developing this staff is critical to its continued success.

Participation by all AGENCIES in the hiring process is essential to ensuring the continued unified approach. When a hiring action is necessary, the EMA Manager or Assistant Manager will confirm the current position description and coordinate any necessary changes, generate the advertisement based on that description, submit the hiring requisition, and screen initial applicants. Representatives from each AGENCY will participate in hiring boards and panels to ensure the hiring team addresses AGENCY equities, unless an AGENCY voluntarily agrees to waive participation, and make recommendations on preferred candidates. The EMA Manager or Assistant Manager will make the final selection, notify the U-EMA, and work with the appropriate AGENCY to make the final hiring action and begin onboarding.

The EMA Manager or Assistant Manager will notify the U-EMA of any significant personnel actions, including determinations to terminate employment, written counseling, and performance reports with overall negative assessments.

All AGENCIES remain committed to exploring opportunities to improve and consolidate the management and servicing of staff positions for review and approval by the U-EMA.

## **FINANCE AND ACCOUNTING**

It is important to align the finances of the Emergency Management Program and EMA with the goals and objectives set by the U-EMA, which will ensure successful program execution and maximize the positive impact of limited fiscal resources.

In addition, grants form a critical basis for enabling Lake County to execute its Emergency Management Program. As such, a key aspect of EMA is to maintain and expand the available grant sources, including doing things like balancing the labor hours that support the grant requirements for grant-funded positions.

For the remainder of the fiscal year during which the MOU is signed, each AGENCY will continue to manage and provide all ordinary finance and accounting support and manage their existing grants. Immediately following signature of this MOU, the EMA Manager will form and

chair a working group composed of at least EMA, Lake County Finance and Accounting, and LCHD Finance to conduct a feasibility analysis on how to best provide financial support to EMA and make their recommendations to the U-EMA within three months for final approval.

## **OPERATIONS**

The citizens of Lake County expect emergency operations to be responsive, efficient, and effective. Integrating the various parts of Lake County government into a cohesive team during emergencies must appear seamless to the people they serve. EMA will form the core of that team's command and control and will facilitate the smooth stand-up and expansion of the County's response to complex emergencies.

All EMA staff will work on and support all aspects of the Lake County Emergency Management Program, during normal day-to-day operations and emergencies. The EMA Manager, with the staff, will build an education and training program to ensure the staff can provide expert support while advising and assisting leadership at all levels of government before, during, and after an emergency. EMA will hire and develop expertise as necessary to understand, interact with, and develop plans and programs for specialty aspects of the Emergency Management Program, for example health-related point of dispensing.

EMA will focus its daily efforts on a strategic plan and annual execution plan approved by the U-EMA. The AGENCY representative to the U-EMA will contact the EMA Manager if the AGENCY needs to shift resources to items or activities not on the annual execution plan. The EMA Manager and AGENCY representative will collaborate on fulfilling the request and the EMA Manager will advise the other U-EMA members on any potential or actual impacts to the annual execution plan.

## **LOGISTICS**

Consolidating the EMA staff in one operating location, leveraging the existing resource management tools, and coordinating the existing facility and material assets will improve the overall responsiveness, efficiency, and effectiveness of emergency management administration, operations, and logistics.

All EMA staff will be located at one office location to improve coordination and cohesiveness. Initially, all staff will be located at the LCHD main building, 3010 Grand Avenue, Waukegan, Illinois. U-EMA will coordinate on all future moves, with the planned intent to consolidate in the same location as a new or remodeled Emergency Operations Center.

EMA will assume responsibility for all facilities, warehouses, storage locations, supply caches, and volunteer and augmentee teams assigned to EMA, ERP, and DHS, in compliance with any grant requirements. Within two years of the final signing of this MOU, EMA will consolidate logistics management to the maximum extent possible and unless prevented by technology or grant requirements. EMA will report to the U-EMA prior the end of the second year on any logistics elements that cannot be consolidated.

Immediately following signature of this MOU, the EMA Manager will form and chair a third working group composed of at least EMA, Lake County Information Technology, and LCHD

Information Technology to determine the best department to provide support to EMA and make their recommendations to the U-EMA within two months for final approval. This designated department will provide information technology support.

Finally, Lake County Department of Transportation will continue to provide land mobile radio and vehicle support.

## **AMENDMENTS**

This MOU may be revised from time to time by written amendment and with approval of all AGENCIES through the U-EMA or if grant funding ceases.

## **TERM**

The initial term of this MOU is for five (5) years and shall commence immediately upon execution of this MOU. The MOU shall automatically renew each successive five-year period unless terminated according to the provisions of this MOU.

## **ADDRESSING DISAGREEMENTS OR CONCERNS**

The intent of this MOU is to foster cooperation and collaboration between the AGENCIES to improve emergency management for all of Lake County. The U-EMA will help set a unified direction for the program and EMA, with agreed to priorities, goals, and objectives, and EMA will effectively and efficiently manage the program and execute those priorities. However, disagreements or concerns may arise over time. When they do, all SIGNATORIES commit to resolving differences and ensuring the continued success of a unified approach to the County's Emergency Management Program. While executing this MOU, if disagreements or concerns arise from one or all parties, each SIGNATORY may call an executive session to discuss the matter. While informal discussion and resolution is encouraged, one AGENCY may deliver serious matters in writing to the others and request a written response.

By way of signature, SIGNATORIES agree to the terms and conditions set forth in this MOU.

By:

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BARRY A. BURTON  
County Administrator  
Lake County

Date:

\_\_\_\_\_  
MARK A. PFISTER  
Executive Director  
Lake County  
Health Department and  
Community Health Center

Date:

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MARK C. CURRAN, JR.  
Sheriff  
Lake County Sheriff's Office

Date: