

# MEMORANDUM

**State of Alaska**  
**Department of Administration**  
**Division of Personnel**

**To:** Mila Cosgrove  
Director

**Date:** February 25, 2005

**Thru:** Lee Powelson  
Classification Manager

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**Subject:** Emergency Management Classification Study

**Preamble:**

On September 27, 2001, the Department of Military and Veterans Affairs and the Division of Personnel agreed to conduct a classification study of the Emergency Management Assistant (P1937), Emergency Management Specialist (P1940), and Emergency Program Manager (P1941) job classes. These classes are one of the groups of classes created in the late 1990s using a competency-based broadband classification system. Following discussions with agencies using the broadband classes and competency-based specifications, the Division of Personnel determined the use of broadband classes was not meeting the desired goals. All broadband classes are being studied and replaced using the state's standard classification system. A study planning meeting was held November 1, 2001, between the Department's Human Resources and the Division of Personnel. The meeting resulted in a plan to define the work performed in the agency, eliminate the broadband classes, and create new class specifications.

On March 26, 2002, the department's Human Resource Office submitted their report and recommendations. They recommended replacing the broadband classes with classes defining two technical levels, three professional levels, and two managerial levels. The Division of Personnel's analyst began working with the department's analyst to draft class specifications. During this period the Division of Emergency Services experienced delays in completing the individual Position Descriptions required for completion of the study and both the Division of Personnel and the Department of Military and Veterans Affairs' Human Resource Office had changes in staff, which further delayed the project's completion.

This analyst was assigned the study in July, 2003, and met with the department's Human Resource Specialist and previous analyst to review the study status and determine what was required to complete the project. On July 24, 2003, a meeting was held with the department's Human Resource Specialist and the Division of Emergency Services' Administrative Manager to establish a timeline and responsibilities for project completion. The Division of Emergency Services agreed to have completed position descriptions submitted to the department's Human

Resource Office and the department's analyst agreed to draft a timeline for the PD reviews, employee interviews, specification drafting, test allocations, and study wrap up. The required Position Descriptions were delayed and the study was held pending their receipt.

In November, 2003, the Governor integrated the state's human resource services in the Division of Personnel. The departmental staff were transferred to the division as part of the consolidation.

On April 15, 2004, the Division of Personnel received the completed Position Descriptions for positions in the Emergency Management Study. Based on the amount of time that had elapsed since the last action in the study and the changes in the division's organization, this analyst decided to return to the first stage of the classification study and re-evaluate the prior recommendations.

**Class History:**

The Disaster Operations Specialist (P1938/17), Disaster Training Specialist (P1959/18), District Supervisor, Alaska Disaster Office (P1940/19), and Assistant Director, Alaska Disaster Office (P1942/21), job classes were established on March 26, 1969.

The Disaster Operations Specialist defined positions responsible for developing operational emergency service programs such as radiological defense, shelter programs, or communications systems for use throughout the state.

The Disaster Training Specialist defined positions responsible for administering an ongoing statewide civil defense and natural disaster educational program.

The District Supervisor, Alaska Disaster Office, defined positions responsible for directing, planning, and coordinating all phases of civil defense, natural disaster, emergency resource management, and economic stabilization within a major geographic region of the state.

Assistant Director, Alaska Disaster Office defined a position responsible for planning, coordinating, developing, and reviewing the state's emergency preparedness plan and performing administrative services for the agency.

On January 16, 1972, following a study to standardize the use of the Deputy Director and Assistant Director job titles, the Assistant Director, Alaska Disaster Office was retitled to Deputy Director, Alaska Disaster Office.

On July 1, 1977 the titles of Deputy Director, Alaska Disaster Office and District Supervisor, Alaska Disaster Office, were changed to Deputy Director, Division of Emergency Services, and District Supervisor, Division of Emergency Services following a statutory change in the organization's title.

On November 20, 1979, the Division of Personnel, as part of a review of classes with two or fewer positions, recommended reallocating the Deputy Director, DOES to Administrative Officer

III. The class was subsequently rewritten to address the combination of administrative and programmatic work. The revised specification was effective May 1, 1980.

As the result of a classification study implemented June 1, 1984, the Disaster Operations Specialist, Disaster Training Specialist, and District Supervisor, DES, were replaced with new job classes. The new classes were titled Emergency Management Officer I (P1939/17), Emergency Management Specialist (P1938/18), and Emergency Management Officer II (P1940/19).

The Emergency Management Officer I job class defined positions at the full proficiency level responsible for assisting in the development, planning, and coordination of all phases of civil defense, natural disaster and emergency services management, and economic stability within a major geographic region of the state.

The Emergency Management Specialist job class defined positions performing specialized work in the development, implementation, and administration of a comprehensive emergency management program such as radiological defense, emergency warning, broadcast and communications, and emergency management training.

The Emergency Management Officer II job class defined positions with lead or supervisory responsibility for a major geographic region of the state.

On December 1, 1987, the Emergency Management Officer I and II classes were merged into a single Emergency Management Officer (P1939/18) job class. The revised class defined positions responsible for planning, implementing, and evaluating all emergency management activities in a geographic region of the state.

Emergency Management Associate (P1937/16) was established on September 15, 1988. The class defined journey level professionals responsible for planning, conducting, and coordinating state and local emergency management training exercises.

On October 1, 1990 the Deputy Director, DOES (P1942-21) was revised, retitled to Emergency Services Manager, and the range changed from 21 to 23.

Chief of Operations and Training, ADES (P1941/22) was created October 1, 1990. The class defined a single position responsible for supervising the Operations/Training Section under the general direction of the Emergency Services Manager.

On December 1, 1990, a classification study was implemented which resulted in the salary range assigned the Emergency Management Officer (P1939) changing from 18 to 19. There were no revisions made to the Emergency Management Specialist (P1938/18). The distinguishing characteristics and minimum qualifications of the Emergency Management Associate (P1937/16) were revised. A new job class, Emergency Management Assistant (P1935/13) was created to provide an entry level into the Emergency Management series.

On May 1, 1993, the Emergency Management Assistant (P1935/13) was abolished since no positions were allocated to the job class.

On August 1, 1993, the Chief of Operations and Training, ADES (P1941/22) was abolished since no positions were allocated to the job class.

On February 1, 1994, the Emergency Services Manager (P1942/23) was retitled to Chief of Operations, Division of Emergency Services.

On September 6, 1994, the Emergency Management Assistant (P1935/13) was reestablished to allow for hiring emergency and non-permanent employees to respond to the 1994 Fall Flood Disaster.

On October 17, 1994, the Emergency Management Associate (P1937/16) was abolished since no positions were allocated to the job class.

On May 16, 1995, the Emergency Management Assistant (P1935/13) was again abolished because there were no positions allocated to the class and the work actually occurring in the division was not accurately described in the class specification.

In 1997 the Division of Emergency Services began working on a project to use broadband, competency-based classifications for their nineteen Emergency Management positions. The project resulted in the establishment of three broadband classes on July 16, 1998. Emergency Management Assistant (P1937/12-15) covered positions performing technical level duties. Emergency Management Specialist (P1940/15-19) covered positions performing the full range of emergency management planning and coordination services. Emergency Program Manager (P1941/19-21) covered positions with direct supervision and management of a section/unit or that served as staff consultant/advisor with expertise in one or more program area(s).

On June 1, 1999, the minimum qualifications for the Emergency Management Assistant were revised.

On January 26, 2000, the Chief of Operations, Division of Emergency Services was abolished since there were no positions in the job class.

**Study Scope:**

This study covers thirty-five positions in the broadband Emergency Management Assistant, Emergency Management Specialist, and Emergency Program Manager job classes. All but one of the positions are in the Division of Homeland Security and Emergency Management in the Department of Military and Veterans Affairs. One position is in the Department of Public Safety but assigned to the Office of Homeland Security, Division of Homeland Security and Emergency Management. The Division of Homeland Security and Emergency Management requested their Supply Technician II also be included in the study; however, the position analysis indicated the position was not appropriately grouped with Emergency Management positions and the PD was allocated separately.

At the request of the department, a proposal to leave the position which had been the Division Director, Homeland Security, in the Partially Exempt Service as a Deputy Director, Office of Homeland Security (P1943), was submitted to the Personnel Board. A new job class was established and the Personnel Board approved the position's placement in the Partially-Exempt Service in their meeting on August 23, 2004. Following the Board decision the position was removed from the study.

**Study Method:**

After Position Descriptions were received for all positions in the study, the Division of Homeland Security and Emergency Management gave a presentation to Division of Personnel classification analysts on agency organization and operations, areas of historical difficulty in the class specifications, and management's goals for the study. The Position Descriptions were analyzed and grouped according to their similarities in duties and responsibilities. The resulting groups were analyzed under the criteria for establishing job classes and the resulting levels and job classes determined.

Additional information on the level of supervisory authority assigned positions was gathered from division management. Interviews were conducted with several employees to clarify specific areas of the work. Class specifications were drafted for each job class and provided to division management for review. The draft specifications were also provided to Division of Personnel Classifiers and a representative from Management Services with portions of position descriptions for allocation. A test allocation session was held to review the allocation decisions and identify areas of the draft specifications needing clarification. The Division of Homeland Security and Emergency Management also provided comments and recommendations on the draft specifications.

The comments and recommendations were evaluated and revisions made to the draft specifications to address areas of concern. Additional information was gathered in an interview with the Division Director of the Division of Homeland Security and Emergency Management to clarify the duties and responsibilities of the managers of the Homeland Security, Emergency Management, and the Staff Support sections. The class specifications were finalized and positions allocated. The draft allocations were provided to agency management for review. The internal alignment of the revised classes was analyzed, the department provided the opportunity to comment on internal alignment issues, appropriate salary ranges determined, and the study conclusions and decisions documented.

At the request of the agency the study was postponed to provide additional time to review the draft allocations. Agency management subsequently identified the positions they believed should be allocated to a different level. The Position Descriptions of the disputed positions were provided to other analysts who conducted position audits and determined the appropriate allocations.

The study was further postponed at the request of the Deputy Commissioner, Department of Military and Veterans Affairs. A briefing on the classification study was provided to the

department's Commissioner and Deputy Commissioner on August 13, 2004. At the request of the department there were multiple postponements of the study implementation through January, 2005.

**Class Analysis:**

Emergency management is the mitigation of, preparation for, response to, and recovery from natural events such as earthquakes, floods, or fires and man-made events such as release of hazardous materials or terrorism. In the United States' system of emergency management, local government is responsible for acting first to attend to the public's emergency needs. Depending on the nature and size of an emergency, state and federal assistance may be provided.

The state plays three roles in emergency management: 1) assist local jurisdictions in preparing for, preventing, responding to, and recovering from disasters; 2) respond to disasters when local capabilities are overwhelmed and respond first to certain emergencies; and 3) work with the federal government to acquire and coordinate federal assistance when necessary. People expect elected leaders to take immediate action when disasters threaten or strike and this expectation has been given force by statute and regulation (e.g., The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended; Alaska Statute 26.20, Homeland Security and Civil Defense; Alaska Statute 26.23, Alaska Disaster Act).

Emergency management responsibilities are commonly addressed through four interrelated actions: mitigation, preparedness, response, and recovery. Treating each action as one phase of a comprehensive process, with each phase building on the accomplishments of the preceding one, provides a systematic approach to minimizing the impact of disasters.

Mitigation involves lasting reduction of exposure to, probability of, or potential loss from hazard events. Typical considerations include zoning and building code requirements for hazard areas, analyses of hazard-related data to determine safe areas in normal times, where to open shelters in emergencies, or where to locate temporary housing in the aftermath of a disaster. Mitigation also involves educating local government, businesses, and the public on measures to be taken to reduce loss and injury.

While mitigation can make communities safer, it does not eliminate risk or vulnerability for all hazards. Jurisdictions must be ready to face threats that have not been mitigated away. Since emergencies often evolve rapidly and become too complex for effective improvisation, jurisdictions can discharge their emergency management responsibilities only by taking certain actions beforehand. This preparedness involves establishing authorities and responsibilities for emergency actions and acquiring the resources to support them. This requires staff assigned emergency management duties and procuring or designating facilities, equipment, and other resources required for carrying out assigned duties. This investment in emergency management requires upkeep. The staff must receive training; facilities and equipment must be kept in working order; and there must be a program of tests, drills, and exercises to ensure personnel and resources can be relied upon when needed. A key element of preparedness is the development of plans that link the many areas committed to emergency management.

The onset of an emergency creates a need for time-sensitive actions to save lives and property, as well as for action to begin stabilizing the situation so that the community can regroup. Such response includes notifying emergency response personnel of the crisis, warning and evacuating or sheltering the population if possible, keeping the population informed, rescuing individuals and providing medical treatment, maintaining the rule of law, assessing damage, addressing mitigation issues that arise from response activities, and requesting help from outside jurisdictions when needed.

Recovery is the effort to restore infrastructure and the social and economic life of a community to normal, and commonly incorporates mitigation as a goal. For the short term, recovery may mean bringing necessary lifeline systems up to an acceptable standard while providing for basic human needs and ensuring that the societal needs of individuals and the community are met. Once some stability is achieved, long term recovery efforts can begin to restore economic activity and rebuild community facilities and family housing with attention to long-term mitigation needs.

The Alaska Disaster Act, AS 26.23 (as amended), established the Division of Emergency Services within the Department of Military and Veterans Affairs and assigned the division responsibility for emergency management. Administrative Order No. 203, issued January 13, 2003, established the Division of Homeland Security within the Department of Military and Veterans Affairs to maximize the security of the citizens of Alaska. Senate Bill 385, passed by the 23<sup>rd</sup> Legislature and signed by the Governor on July 27, 2004, revised AS 26.20 and 26.23 and created a single Division of Homeland Security and Emergency Management.

The Division of Homeland Security and Emergency Management is organized in three sections: the Office of Homeland Security, the Office of Emergency Management, and the Staff Support section. The Office of Homeland Security is divided into two subsections: Vulnerability Assessment and Exercise/Grants. The Office of Emergency Management is divided into four subsections: Plans/Preparedness; Communications, Technology & Operations Coordination; the State Emergency Communication Center; and Community Services, which is further divided into a Recovery unit and a Services and Response unit. The Staff Support section consists of staff responsible for the division's administrative management, financial management, procurement, and public information duties and for coordinating the activities of the State Emergency Response Committee. Of these organizational segments, Communications Technology & Operations Coordination is the only one with no positions in this study. This subsection consists of communication engineering and computer specialists.

Analysis of the work performed by the positions in this study revealed paraprofessional, professional, supervisory, and managerial level duties and responsibilities.

The paraprofessional level work is currently performed by positions in the Exercises/Grants, Plans/Preparedness, and State Emergency Communication Center subsections and the Services Response unit. The positions research and maintain information on communities, disasters and recovery status, and state and federal grants available and distributed for response and recovery operations. The positions assist professional staff by searching a variety of sources for information and determining the information's applicability to a project. The positions also apply

state and federal guidelines when assisting local government agencies and the public in applying for and determining eligibility for financial assistance; monitoring assistance grants; and reporting on grant expenditures.

While the paraprofessional positions exhibit some variation between which of the duty areas dominate, the full range of duties are all substantively similar. The positions all require similar knowledge and skills, have similar levels of authority and responsibility, and use the same or substantively similar manuals and guidelines in their work. Analysis indicates the positions are sufficiently similar to be clearly identified by the same title, use the same minimum qualifications for initial appointment, be fairly compensated at the same basic rate, and are an appropriate group for purposes of layoff and recall. A single job class is appropriate for these positions. The training required for performance of the duties assigned these positions is normally successfully acquired during the probationary period; therefore, creation of a trainee level is not required.

A class title should be the best descriptive title for the work. It is intended to concisely and accurately convey the kind and level of work performed and should be brief, easily recognized, gender neutral, and understood by potential applicants. The class title Emergency Management Assistant has historically been used to identify these paraprofessional positions. This title is indicative of the nature, scope, and level of work performed by these positions and is appropriately retained for the job class.

The Definition and Distinguishing Characteristics of the Emergency Management Assistant are:

**Definition:**

Under general supervision, Emergency Management Assistants perform paraprofessional duties to assist professional staff in the coordination and development of mitigation, preparedness, response, and recovery planning for disasters and other emergencies and in the day-to-day operations of the State Emergency Coordination Center.

**Distinguishing Characteristics:**

Emergency Management Assistants perform paraprofessional duties in support of professional emergency management staff, communities and other government agencies. Positions maintain and provide information on division programs, community governments, demographics, community resources, emergency response plans, declared disasters and their recovery, and state and federal grants for emergency planning and assistance programs or homeland security. Incumbents search a variety of sources for information, assess and evaluate the applicability to a specific project, and provide the information to professional staff in a usable format. Incumbents assist local government contacts and the public in determining the eligibility of expenditures under established grants, monitor grant expenditures and draft grant reports.

Professional level work was found in each of the sections represented in the study. Evaluation of the duties performed revealed the type of work is very similar but there are substantive differences in the levels of difficulty and responsibility assigned positions. The positions exhibit the differences in duties commonly found when organizational efficiencies require the division of

labor; however, the similarity and inter-relatedness of each area of emergency management, guidelines used, actions taken and decisions made, and required knowledge, skills, and abilities indicates the positions are appropriately grouped together for purposes of personnel and pay administration. The differences in difficulty and responsibility indicate establishing a class series is appropriate. Analysis of the duties and responsibilities; supervision exercised and received; and required knowledge, skills, and abilities under the criteria for grouping positions into classes resulted in a series with three levels: entry, journey, and advanced/supervisory. Analysis of the duties and responsibilities; required knowledge, skills, and abilities; and organizational hierarchy indicated separate classes for the advanced and supervisory positions was not appropriate.

The title Emergency Management Specialist has historically been used to cover a variety of types of work. Originally used to identify positions with a specific specialization in a single area of emergency management, it has evolved into a general title to describe the “specialist” in the general field of emergency management. This use of “specialist” is consistent with the changes in job titling that have occurred nationally and in state government. “Specialist” is commonly understood to describe the scope and level of duties, knowledge, authority, and responsibility found in professional and the equivalent administrative positions. Continuing use of Emergency Management Specialist with the standard level indicators is appropriate.

The Distinguishing Characteristics of the Emergency Management Specialist series are:

Emergency Management Specialists work with a variety of local, state, and federal agencies to guide and coordinate planning and preparation for disasters and other large scale events impacting public health and safety; consult with local governments and response organizations to provide technical assistance in identifying actions that will reduce the risk from hazards or threats; participate in event response to identify the need for, direct, and coordinate state involvement; assist local governments and the public in applying for state and federal funding for mitigation, planning, response, and recovery operations; and monitor performance, authorize payments, and report on state and federal emergency management grants.

The Definition and Distinguishing Characteristics of the Emergency Management Specialist I are:

**Definition:**

Under general supervision, Emergency Management Specialists I perform entry professional level duties in state and local mitigation, preparedness, response, and recovery from natural and man-made events that threaten or impact life, health, and property on a large scale.

**Distinguishing Characteristics:**

Emergency Management Specialist I is the entry level of the professional series. Positions at this level assist in the review and evaluation of local emergency management plans and draft parts of statewide plans for higher level staff. Incumbents interpret multiple state and federal statutes and regulations, along with manuals and guides from a variety of specialized national organizations, to assess or develop emergency response plans that are appropriate to a community or to the state’s requirements.

During emergency or disaster situations, Emergency Management Specialists I assist higher level staff with on-site assessment and response activities. Incumbents draft reports and documents for situation and status briefings; provide information to local officials and the general public on assistance available from state or federal agencies; and serve in the State Emergency Coordination Center performing intelligence gathering, financial record keeping, historical documentation, or logistics functions.

During the recovery phase of disasters, Emergency Management Specialists I research community abilities to utilize grants and perform appropriate deliverable actions. Incumbents evaluate and make recommendations on grant applications and budget allocation plans, evaluate routine grant expenditures by recipient communities and state agencies, and draft fiscal reports required by the various grantors.

The Definition and Distinguishing Characteristics of the Emergency Management Specialist II are:

**Definition:**

Under direction, Emergency Management Specialists II perform journey professional level duties in state and local mitigation, preparedness, response, and recovery from natural and man-made events that threaten or impact life, health, and property on a large scale.

**Distinguishing Characteristics:**

Emergency Management Specialist II is the journey level of the professional series. Positions at this level provide guidance, advice, and assistance to communities and local governments in developing, establishing, testing, and evaluating emergency planning and response measures. Emergency response criteria are gathered from multiple state and federal statutes, regulations, and a variety of specialized national organizations. Incumbents in this job class analyze each community's individual needs and abilities, develop and recommend measures specific to the community's potential threats and response capabilities, and guide communities through the mitigation, planning, and preparedness processes. Incumbents work with local agencies to develop, conduct, and evaluate exercises to test local emergency response.

During emergency or disaster situations, Emergency Management Specialists II serve as the division's representative on-site to coordinate initial assessment and response activities. Incumbents independently analyze community needs and resources, assist local officials in requesting additional assistance from state or federal agencies, and coordinate and direct state resources as the State On Scene Coordinating Officer. Incumbents provide situation reports and analytical briefings to agency management and local governments and recommend appropriate state and federal assistance.

The Definition and Distinguishing Characteristics of the Emergency Management Specialist III are:

**Definition:**

Under general direction, Emergency Management Specialists III perform either 1) supervisory level or 2) advance professional level duties in state and local mitigation, preparedness, response, and recovery from natural and man-made events that threaten or impact life, health, and property on a large scale.

**Distinguishing Characteristics:**

Emergency Management Specialist III is either 1) the supervisory level or 2) the advanced level of the professional series.

Emergency Management Specialist III positions under the first option supervise subordinate journey professional staff and direct the operations of a unit responsible for a major segment of emergency management mitigation, planning, response, or recovery. Positions assign and review work, evaluate performance, and exercise substantial responsibility for the exercise of independent judgement in employing, disciplining, or adjudicating grievances of subordinates.

Emergency Management Specialist III positions under the second option are responsible for developing, reviewing, coordinating, and implementing plans for events affecting the entire state which require extensive involvement of multiple local, state, federal, and international agencies. Incumbents apply expertise in emergency mitigation, planning, response, and recovery to develop, modify, and integrate plans for disasters affecting the entire state and crossing international borders and work with local, state, federal, and international agencies to establish cooperative agreements and protocols for requesting and providing assistance.

Under both options of the Emergency Management Specialist III job class, positions draft and recommend changes to policies, procedures, regulations, and statutes to address changes in national standards, technological developments, or emergency response capabilities. Incumbents in this job class chair, or represent the division on, state, federal, and international committees and commissions and ensure the division's principles and goals are considered and addressed in decisions and recommendations. Incumbents at this level provide expert guidance and mentoring to professional and paraprofessional staff; analyze situations, issues, and problems which are not covered by policy and procedure; and determine actions and solutions consistent with the agency's goal and statutory requirements.

Managerial level duties were found in positions managing the Office of Homeland Security, Office of Emergency Management, Staff Support section, and the Plans/Preparedness and Community Services subsections. The managers of Plans/Preparedness and Community Services report to the manager of the Office of Emergency Management. The managers of the Office of Homeland Security, Office of Emergency Management, and Staff Support section report to the Division Director. The position managing the Office of Homeland Security was placed in the Partially Exempt Service by action of the Personnel Board and a separate Deputy Director job class has been created.

Analysis of the knowledge, skills, and abilities required in managing the emergency management program; the statutes, regulations, manuals, and guidelines used and created; and the nature of the work performed indicates the remaining positions are properly grouped together for purposes of personnel and payroll administration. Evaluation of the managerial scope of control, authority and responsibility for line functions, and organizational hierarchy indicates a class series with two levels is appropriate.

The Emergency Program Manager title has been officially used by the agency since the adoption of the broadband classes in 1998. There are various titles used nationally to identify work performed in agencies responsible for the expanding homeland security function. Some jurisdictions have created classes using "Homeland Security" as part of the title, others have continued using "Emergency" or "Emergency Management" titles. Although the level of attention paid the homeland security function has changed, the underlying nature of the work remains the same. The requirement to include homeland security considerations in all the phases of emergency management has always been present. With the creation of a separate Deputy Director for homeland security it is not necessary to change other job titles to indicate an increased homeland security role. Titling these classes Emergency Program Manager, with the appropriate level indicators, continues to be appropriate.

The Distinguishing characteristics of the Emergency Program Manager series are:

The Emergency Program Manager series includes positions managing and directing emergency management operations. Responsibilities include developing and implementing strategic plans and goals for the division; interpreting federal policies and programs and developing strategies that maximize state benefits; representing the division before local, state, and federal agencies including the legislature, the state's congressional delegation, and the Governor.

The Definition and Distinguishing Characteristics of the Emergency Program Manager I are:

**Definition:**

Under general administrative direction, Emergency Program Managers I serve as the first managerial level responsible for planning, organizing, directing and controlling resources and program delivery for state and local mitigation, preparedness, response, and recovery from natural and man-made events that threaten or impact life, health, and property on a large scale.

This is a supervisory class with substantial responsibility for the exercise of independent judgement in employing, disciplining, or adjudicating grievances of subordinates.

**Distinguishing Characteristics:**

Emergency Program Manager I is the first level of the managerial series. Positions at this level manage programmatic functions as a senior staff consultant or advisor with expertise in one or more homeland security or emergency management program areas and supervise advanced level professionals or subordinate supervisors of journey level professionals. Incumbents have a significant role in formulating and administering division policies, procedures, and programs. Incumbents have substantial responsibility

for representing the division in contacts and negotiations with other federal, state, and local agencies; managing division operations, including budget, personnel, supply, legislation, and information services; and advising the Division Director on administrative and operational issues.

The Definition and Distinguishing Characteristics of the Emergency Program Manager II are:

**Definition:**

Under general administrative direction, Emergency Program Managers II serve as senior managers responsible for planning, organizing, directing and controlling resources and program delivery for state and local mitigation, preparedness, response, and recovery from natural and man-made events that threaten or impact life, health, and property on a large scale.

This is a supervisory class with substantial responsibility for the exercise of independent judgement in employing, disciplining, or adjudicating grievances of subordinates.

**Distinguishing Characteristics:**

Emergency Program Manager II is the senior level of the managerial series. Positions at this level manage the division's Office of Emergency Management or Staff Support Section as deputies to the Director. Incumbents have a significant role in formulating and administering division policies, procedures, and programs. Incumbents have substantial responsibility for representing the division in contacts and negotiations with other federal, state, and local agencies; managing division operations, including budget, personnel, supply, legislation, and information services; and advising the Division Director on administrative and operational issues.

The classes covering positions performing work in emergency management have historically been placed in the General Administrative job family. This family includes positions of an administrative, supervisory, or management nature of general or miscellaneous character which are not specifically classifiable in another family. Given the variety of duties that make up emergency management and the lack of another job family that specifically addresses the field, the General Administrative family remains appropriate for these classes. Using class codes P1935 through P1942 will require reassigning the codes currently used by the broadband classes but will keep the classes together within the family.

**Internal Alignment:**

The salary range of a job class is determined based on internal consistency within the state's pay plans, in accordance with merit principles, with the goal of providing fair and reasonable compensation for services rendered and maintaining the principle of "like pay for like work." In evaluating internal consistency the difficulty, responsibility, knowledge, skills, and other characteristics of a job are compared with job classes of a similar nature, kind, and level in the same job group and family or related job families.

In determining the salary ranges for the classes under review, comparisons were made with classes in the General Administrative job family and specific elements of the work were

compared with classes in the following job families: Clerical and Secretarial; Accounting and Fiscal; Statistics and Research Analysis; Management and Systems Analysis; Business Finance; Economic Research and Planning; Forestry and Natural Resource Management; Fire Inspection, Protection, and Guards; Physical Science Specialists; and Cadastral Engineering and Environmental Coordination.

For internal alignment of the Emergency Management Assistant job class comparisons were made with the following classes: Forest Technician II (Rg 9), Environmental Technician I (Rg 10), Loan Closer/Processor I (Rg 10), Aircraft Rescue & Firefighting Specialist I (Rg 11), Forest Technician III (Rg 11), Radio Dispatcher I (Rg 11), Accounting Technician I (Rg 12), Aircraft Rescue & Firefighting Specialist II (Rg 12), Environmental Technician II (Rg 12), Loan Closer/Processor II (Rg 12), Radio Dispatcher II (Rg 12), Aircraft Rescue & Firefighting Specialist III (Rg 13), Community Development Specialist I (Rg 13), Forest Technician IV (Rg 13), Grants Administrator I (Rg 13), Local Government Specialist I (Rg 13), Research Analyst I (Rg 13), Accounting Technician II (Rg 14), and Communications Center Supervisor (Rg 14).

The Emergency Management Assistant's paraprofessional support, research, and finance duties are similar to those characteristic of the classes at range 12. The government assistance, research, and grant duties do not exhibit the level of authority or scope of responsibility that characterizes the classes at range 13. The disaster response duties are similar to the classes at ranges 10 and 12. These comparisons indicate the Emergency Program Assistant is appropriately assigned salary range 12.

The entry professional level characteristics of the Emergency Management Specialist I were compared with the following classes: Community Development Specialist I (Rg 13), Grants Administrator I (Rg 13), Local Government Specialist I (Rg 13), Research Analyst I (Rg 13), Accounting Technician II (Rg 14), Communications Center Supervisor (Rg 14), Environmental Specialist I (Rg 14), Environmental Analyst I (Rg 14), Forester I (Rg 14), Local Government Specialist II (Rg 15), Planner I (Rg 15), Accounting Technician III (Rg 16), Community Development Specialist II (Rg 16), Economist I (Rg 16), Environmental Specialist II (Rg 16), Forester II (Rg 16), Airport Operations Officer (Rg 17), and Grants Administrator II (Rg 17).

Evaluation of the duties and responsibilities of the Emergency Management Specialist I in plan review, evaluation and drafting and interaction with other jurisdictions; assessment, response, and State Emergency Coordination Center duties during disasters; and recovery grants administration reveals a variety of comparable classes. The planning duties are similar to the characteristics of classes at ranges 13, 14, and 15; the response duties exhibit characteristics similar to classes at range 14; and the recovery duties exhibit characteristics similar to classes at range 13 and 14. Careful analysis of the research performed, the purpose and nature of contacts with local governments, the scope and variety of issues dealt with, and the level of decisions and recommendations made indicates the class does not exhibit sufficient similarities with classes at range 15 or 16 to be properly compensated at the same rate. The preponderance of similarities in duties and responsibilities; knowledge, skills, and abilities; and other characteristics indicate the class is appropriately assigned salary range 14.

The journey professional characteristics of the Emergency Management Specialist II were compared with the following classes: Communications Center Supervisor (Rg 14), Local Government Specialist II (Rg 15), Planner I (Rg 15), Accounting Technician III (Rg 16), Community Development Specialist II (Rg 16), Economist I (Rg 16), Environmental Specialist II (Rg 16), Forester II (Rg 16), Research Analyst II (Rg 16), Airport Operations Officer (Rg 17), Environmental Analyst II (Rg 17), Grants Administrator II (Rg 17), Local Government Specialist III (Rg 17), Planner II (Rg 17), Community Development Specialist III (Rg 18), Economist II (Rg 18), Environmental Specialist III (Rg 18), and Forester III (Rg 18).

Evaluation of the duties and responsibilities of the Emergency Management Specialist II in assisting and guiding local jurisdictions in creating and testing plans and response measures; approving plans based on established criteria; analyzing individual communities; and modifying plans based on the analysis reveals characteristics similar to classes at ranges 15, 16, and 17. The duties in disaster assessment, response coordination, and analytical briefings and reports also exhibit characteristics similar to classes at ranges 15, 16, and 17. The recovery duties exhibit characteristics similar to classes at ranges 13, 16, and 17. Careful analysis of the scope and variety of issues dealt with; the depth and breadth of analysis required; the level of authority and responsibility during disasters; and the required knowledge, skills, and abilities reveals insufficient similarities with classes at range 17 to support assigning the same range. The preponderance of duties and responsibilities; required knowledge, skills, and abilities; and other characteristics indicate the class is appropriately assigned salary range 16.

The supervisory and advanced professional characteristics of the Emergency Management Specialist III were compared with the following classes: Airport Operations Officer (Rg 17), Environmental Analyst II (Rg 17), Grants Administrator II (Rg 17), Local Government Specialist III (Rg 17), Planner II (Rg 17), Community Development Specialist III (Rg 18), Economist II (Rg 18), Environmental Specialist III (Rg 18), Forester III (Rg 18), Research Analyst III (Rg 18), Environmental Analyst III (Rg 19), Fire Training Specialist (Rg 19), Grants Administrator III (Rg 19), Local Government Specialist IV (Rg 19), Planner III (Rg 19), Economist III (Rg 20), and Environmental Specialist IV (Rg 20).

Evaluation of the supervisory responsibilities and advanced professional duties of the Emergency Management Specialist III in plan creation, testing, and evaluation; responsibility for recommending changes in policy, procedure, and regulation; authority to represent the division on multiple committees and commissions; and required expertise in the program reveals similarities to classes at ranges 17, 18, and 19. Careful analysis of the specialized knowledge required; the scope and variety of decisions made; the authority to implement decisions; the guidelines used and the authority to vary from established guidelines; and the role served as the agency representative reveals insufficient similarities with classes at range 19 to support assigning the same range. The preponderance of duties and responsibilities; the scope and level of specialized knowledge, skills, and abilities; and the scope and level of authority and responsibility indicate the class is appropriately assigned salary range 18.

The state's common practice is to provide a two range interval between levels in a professional series and a two range separation for supervisory classes from the highest level supervised. The

ranges determined through internal alignment follow the standard pattern and provide the appropriate separation between levels and between the supervisory level and the classes supervised.

The majority of professional positions in this study are currently assigned to ranges 15, 17, and 19. Applying the above internal alignment determinations would result in a significant number of positions being allocated to a lower range. To ensure this action is not taken based on incomplete information, additional analysis was conducted of the characteristics of classes at the odd numbered ranges and how the positions' assignment to those ranges occurred.

The records indicate that many of the positions in existence at the establishment of the broadband Emergency Management classes were allocated from the Planner and Grants Administrator classes. The history of the Planner series reveals the four-level series was established prior to 1971 at ranges 14, 16, 19, and 21. On April 16, 1971, the range of the lowest level was changed to 15 based on an external salary survey. The second level was changed to 17 to maintain the two-range interval of the state's standard practice. In January 1979 the Planner series was combined with the Transportation Planner series (which were assigned ranges 14, 16, 18, 19, 21) with the resulting series placed at ranges 13, 15, 17, 19, 20, and 21. The assignment to salary ranges above the standard for professional classes was maintained due to the very specialized nature of the work, the qualifications required which severely restricted the pool of available candidates, and the breadth of the planning responsibilities and long-range impact on state operations.

The Grants Administrator was established in November, 1971, as a single level class at range 17. The range was set based on the level of program and policy responsibility, the authority of the positions over grant-in-aid activities, and the scope and level of knowledge required for determining the financial ability of grantees to repay loans. In April, 1989, entry and supervisory classes were added to the Grants Administrator and their ranges established based on the standard two-range intervals from the existing job class.

Both the Planner and Grants Administrator series have been identified as problem job classes. In 1996 classification analysts conducting the Administrative study reported finding positions allocated to the Planner series which did not fully meet the intent of the classes and recommended the series be studied. The Grants Administrator series is currently being studied to address the changes in the state's grant-in-aid practices and the questions raised about parity of position allocation.

Evaluation of the duties and responsibilities that caused the Planner and Grants Administrator to be placed at the odd number ranges, and the characteristics of other classes at odd numbered ranges, reveals a requirement for a depth and breadth of specialized knowledge, a significant variety of areas of research and decision-making, and a level of programmatic authority and responsibility that exceeds the characteristics of the Emergency Management classes. While the Emergency Management classes perform work that includes some characteristics of each of these other classes, the full scope of work is not fully comparable. Assigning the Emergency

Management classes to the odd numbered ranges would not promote “like pay for like work” and could increase concerns over wage-creep and salary disparity.

To determine the appropriate salary ranges for the Emergency Program Manager classes comparisons were made to the following classes: Forester III (Rg 18), Airport Operations Superintendent, FIA (Rg 19), Fire Training Specialist (Rg 19), Airport Operations Superintendent, AIA (Rg 20), Environmental Specialist IV (Rg 20), Administrator, Highway Safety Planning (Rg 21), Environmental Conservation Manager I (Rg 21), Environmental Coordinator (Rg 21), Fire Training Administrator (Rg 21), Local Government Specialist V (Rg 21), Research Analyst IV (Rg 21), Economist IV (Rg 21), Environmental Conservation Manager II (Rg 22), Forester IV (Rg 22), Manager, Airfield Maintenance (Rg 22), Planner IV (Rg 22), DOT&PF Statewide Environmental Coordinator (Rg 22), Environmental Conservation Manager III (Rg 23), 23 Chief classes at ranges 19, 21, 22, 23, 24, and 25, and 10 Deputy Director classes at ranges 22, 23, 24, and 25.

In evaluating program management duties this analyst considered the programmatic and administrative responsibility and authority; the scope, purpose, size, and complexity of program managed; the purpose and nature of contacts with local, state, federal, and foreign government representatives; the program statutory requirements and authorities; the scope, level, and purpose of federal oversight of program; the organizational hierarchy; the scope and nature of regular and recurring decisions and commitments; and the likelihood and consequence of errors. Careful analysis of the general managerial duties and responsibilities, the specialized programmatic responsibilities, the nature of the program, and the span of control and comparison to classes with similar characteristics indicates the Emergency Program Manager I is appropriately assigned to salary range 20. Analysis and comparison of the characteristics of the senior management positions and consideration of the way the duties and responsibilities commonly assigned a single Deputy Director position are separated or shared among the senior management team indicates the Emergency Program Manager II is appropriately assigned salary range 22.

### **Conclusions:**

The variety of emergency management duties and responsibilities with their required specialized knowledge, skills and abilities are appropriately grouped into their own job classes.

The paraprofessional positions are appropriately grouped into a single job class. The class replaces the broadband Emergency Management Assistant (P1937). Emergency Management Assistant (P1935) includes positions performing paraprofessional emergency management duties. The class is appropriately assigned salary range 12.

The professional positions are appropriately grouped into a three level series. The series replaces the broadband Emergency Management Specialist (P1940). Emergency Management Specialist I (P1937) includes positions performing entry level professional emergency management duties. The class is appropriately assigned salary range 14. Emergency Management Specialist II (P1938) includes positions performing journey professional emergency management duties. The class is appropriately assigned salary range 16. Emergency Management Specialist III (P1939)

includes positions performing supervisory or advanced professional emergency management duties. The class is appropriately assigned salary range 18.

The managerial positions are appropriately grouped into a two level series. The series replaces the broadband Emergency Program Manager (P1941). Emergency Program Manager I (P1941) includes positions performing first managerial level emergency management duties. The class is appropriately assigned salary range 20. Emergency Program Manager II (P1942) includes positions performing senior management level emergency management duties. The class is appropriately assigned salary range 22.

These classes are effective March 1, 2005.

Attachments:

Final class specifications

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