

ANNEX A

CONTINUITY OF GOVERNMENT (COG) and CONTINUITY OF OPERATIONS (COOP)

1.0 GENERAL

Purpose:

The Continuity of Government (COG) and Continuity of Operations (COOP) Annex delineates responsibilities for maintaining legal governance by elected officials, legislative bodies, boards and commissions, etc. as well as for normal organizational operations (i.e., day to day business) during periods when normal office/governmental facilities are physically not available. COOP planning ensures that a public agency has the ability to continue providing essential functions and services even during such things as floods, wildfires, earthquake or terrorist incidents that have adversely affected public infrastructure.

COG and COOP are combined in this Annex to ensure an integrated, comprehensive plan that describes the overarching concepts of both, yet delineates a singular, consolidated capability.

The Annex does not repeat normal emergency response functions and responsibilities as listed in the Basic Plan.

Background:

All government agencies must plan to maintain day to day operations during and in the aftermath of a destructive natural disaster, e.g., fire, flood, or earthquake or a terrorist incident in which its facilities are partially or totally compromised. Citizens that have not been affected by the emergency or in need of immediate government assistance must be assisted, even if from a non-normal place of business. Public buildings located in close proximity to a hazardous materials release is compromised though not physically destroyed. Likewise, a public building that has burned to the ground or been destroyed by wind makes providing government assistance from that facility impossible. It is therefore important for the County workforce to plan for alternate or supplementary facilities (and work plans) that enable it to continue doing the work of government, even in the most trying times.

Continuity of Government (COG) by definition is the provision of the full range of governmental services of the three branches of government (judicial, legislative, and executive) at all levels (federal, state, and local).

COG ensures continuance of the full range of governance, which in turn helps reassure a populace which may be concerned as to its own health and safety. COG is addressed by a variety of State laws, plans, and emergency and administrative procedures. It is critical to providing rapid and effective response in a truly catastrophic disaster, and it is identified as an element of the California Emergency Plan by the Emergency Services Act. COG normally focuses on those items of "governance" such as enacting laws, ordinances, or codes, convening of boards or legislatures, etc. the totality of which provides authority for the continuity of operations.

Continuity of Operations (COOP) is similar to that of COG; however the term “COOP” is the ability to continue providing essential day-to-day governmental *business operations and services* during a period of time when normal facilities and infrastructure have been compromised and are, therefore, not available.

Business operations and services encompass such things as providing law enforcement and fire services, ensuring solid waste and sewage operations, maintaining roads, collecting taxes, and paying governmental bills, etc. All of these things must be accomplished while operating from temporary facilities, often under alternate work arrangements. Baseline COOP planning ensures continuity during the full range of potential natural or man-made emergencies.

To maintain consistency between this plan and those of federal and state agencies, this plan lays out an integrated “continuity of government operations” capability comprising all the plan elements included in both COG and COOP (see table below) and is hereinafter referred to solely as COOP. All County departments must further develop each COOP element.

Combined COG/COOP Elements	
1.	Concepts, actions and procedures provided in emergency plans and emergency action plans.
2.	Identification and prioritization of essential functions.
3.	Line of succession for essential positions required in an emergency.
4.	Delegation of authority to key officials.
5.	Emergency operations centers, alternate (work-site) facilities and alternate emergency operations centers identified and prepared.
6.	Interoperable communications.
7.	Protection of government resources, facilities and personnel.
8.	Safeguarding of vital records and databases.
9.	Tests, training and exercises.

Objectives

The most critical objective of COOP is the continuation of essential governmental operations and services during any prolonged period of disruption of normal operations due to loss of facilities or infrastructure. Designation of specific functions as “essential” is based on numerous aspects of any incident or disaster such as time of the year, weather, size, availability of mutual aid, etc. Other objectives of continuity planning include:

- Reducing loss of life and minimizing damage and losses.
- Protecting and preserving essential facilities, equipment, records, and other assets.
- Reducing or mitigating disruptions to operations.
- Ensuring a high level of organizational readiness.
- Achieving operational status within 12 hours of activation at alternate or temporary locations.
- Ability to sustain operations for up to 30 days in alternate locations.
- Maximizing the use of remaining infrastructure.
- Achieving a timely and orderly recovery and resuming normal operations.

1.4 Authorities and References

- Section 8630 (et seq), Article 15, Chapter 7, Division 1, Title 2, California Government Code (CGC), section 8635 et seq (Succession)

2.0 THREAT SUMMARY

2.1 General: See Basic plan. This Annex only addresses the loss of facilities or infrastructure resulting from natural disasters or man-made/terrorist incidents.

2.2 Assumptions

- A catastrophic natural disaster or human caused incident causes damage to County facilities resulting in the loss of a department or agency's ability to perform essential operations or services from specific, damaged facilities.
- Power or water outages at essential facilities are projected to last for more than 48 hours.
- Other County facilities survive the incident and most have available extra capacity for temporarily displaced staff, e.g., the County-leased facility at Cirby Hills.
- Adequate personnel resources of any given department or agency survive the disaster or incident and are able to open and operate an alternate work location.
- The Emergency Management Organization is able to work from the County EOC or alternate location to coordinate departmental relocation needs.
- Mutual Aid is available, and communications are sufficient to coordinate requests for and receipt of resources.

3.0 ESSENTIAL FUNCTIONS

3.1 General: The functions of every department or agency, in one way or another are essential to the population of Nevada County. As a result, steps must be in place for both the survivability and the continuance of functioning in the immediate aftermath of natural disasters or catastrophes affecting physical infrastructure. However, in that the exact nature of the disaster or incident cannot be forecast, all functions of a department are liable to become "essential" due to varying factors of the incident such as timing, ferocity, scope and physical location within the County.

Due primarily to the dispersion of governmental facilities and working personnel, any disaster short of a massive earthquake or a tornado occurring in their midst will leave *some* facilities available, albeit for any given agency, *all* facilities or infrastructure may be unavailable. In addition, a reasonably high proportion of County employees should survive the incident and be able to work. Indeed, even should an unprecedented catastrophe occur, the procedures and responsibilities delineated in this plan serve as a baseline from which to ramp up additional resources, procedures, operations or services, as needed.

3.2 Essential Functions – as determined by Departments and Agencies

General: All County departments and agencies must develop and maintain individual COOP plans that meet the responsibilities listed below. Those Nevada County organizations having sole responsibility for a service or function countywide (e.g., Public Health) are responsible for coordination with appropriate individuals, offices, departments and agencies at all levels of government.

Department and agency responsibilities:

- Train and test all continuity plans, procedures and protocols developed for agency or department use.
- Update and maintain current all essential functions listed in paragraph 3.2 above. Prioritize functions in order to respond as quickly as possible in the immediate aftermath of a disaster or incident.
- Prepare and promulgate lines of succession for management/supervision and document all delegated authorities and limits in such areas as purchasing, hiring of personnel, etc.
- Determine minimum space requirements for all essential functions and staff including any unique requirements such as availability of secured storage, minimum numbers of phone lines, etc. for alternate work sites.
- Ensure procedures for protecting all government resources, facilities and personnel in the aftermath of a disaster or emergency incident are in place and staff is knowledgeable on both the procedures and any individual requirements.
- Prepare procedures for protection and disposition of vital records.

4.0 CONCEPT OF OPERATIONS

4.1 Preparedness: During preparedness, departments and agencies should plan for continuity through identifying alternate work location space requirements and communications, finalizing procedures, etc. Departments should, for example, establish limits of authority for personnel actions and document purchasing procedures. Lines of succession should also be promulgated throughout the department to ensure and ease transition after a COOP inducing incident. Department and Agency derived essential tasks listed in paragraph 3 should be studied to help determine how those functions and services will continue to be provided in the aftermath of a physically disruptive incident. Agreed alternate work locations are prepared as much as possible, within budgetary limits, and procedures for movement of both personnel and essential office equipment to that location is coordinated. Should occupation and use of the alternate site force a change in daily operations, then those changes are to be incorporated into internal procedures and plans. Stand-by/on-call contracts or Blanket Purchase Orders necessary to enable movement to and operations from an alternate site are prepared and promulgated to staff. Finally, departmental plans should be exercised, even at the most basic level, to ensure efficacy and comprehensiveness.

4.2 Response & Extended Response: Once the incident or disaster has occurred, the ESO is activated and the EOC is made operational. Departments verify the location and well-being of all employees and prepare to transfer to alternate locations as directed. The ESO begins the process of coordinating the relocation (providing transport, equipment, and perhaps even temporary shelter and food, if necessary) of affected staff to new/alternate locations. In addition, any requests for additional assistance or mutual aid will be collected by the ESO and, if possible, filled from internal County assets. Should those not be available, mutual aid requests will be forwarded by the ESO to the Regional Emergency Operations Center (REOC) which is co-located at the State Operations Center (SOC) in Rancho Cordova. However, in recognition

that the incident is most likely not restricted solely to Nevada County and that widespread confusion and chaos may be present, the County should not expect rapid relief or fulfillment of mutual aid requests, especially for certain low-density critical items, e.g., heavy Urban Search and Rescue (USAR) teams, equipment or search dogs. Departments secure any damaged property and equipment, account for personnel, ascertain whether or not equipment needed for essential functions is adequate, and begin coordinated movement to alternate locations. If possible, the County Website is used to notify the public of new locations, hours and procedures, and PIO coordinates with local media to promulgate information to the Public. Once a new location has been established, even for a temporary, finite period of time, departments return to normal operations as much as possible and continue service to that portion of the population unaffected by the incident.

- 4.3 Recovery:** In order to ensure the continuance of essential functions, the return to normal offices or facilities will be phased by the ESO. Infrastructure that has been damaged or destroyed will be repaired or replaced as quickly as possible in consideration of all other factors affecting the County. Long term displacement due to total destruction of facilities and the need to rebuild is managed as a separate activity, either by the ESO or County staff, whichever is most appropriate based on facility and staff availability.