

# Morgan County



Continuity of Operations

Continuity of Government

Plan

Approved Apr-09

Revised Jul - 10

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Continuity of Operations Plan

**APPROVALS**

This Continuity of Operations (COOP) Plan was prepared by the Morgan County Emergency Management to develop, implement, and maintain a viable COOP capability in Morgan County. This COOP plan complies with applicable internal agency policy, local and state regulations, and supports recommendations provided in the Federal Emergency Management Agency's Federal Preparedness Circular 65. This COOP plan has been distributed internally within Morgan County agencies and with external agencies that may be affected by its implementation.

This Continuity of Operations (COOP) plan shall be reviewed annually. The annual review shall include an updated risk assessment for the plan components: alternate facilities, vital record implementation plans, and mission critical systems.

**Morgan County Commissioners**

\_\_\_\_\_  
President, Board of County Commissioner's

\_\_\_\_\_  
Date

\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Date

\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Date

**Morgan County Emergency Management Agency**

\_\_\_\_\_  
Morgan County EMA/OHS, Director

\_\_\_\_\_  
Date

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**GLOSSARY OF COOP RELATED TERMS**

TERM	DEFINITION
<i>Advance Team</i>	A working group responsible for coordinating the activities associated with relocation planning and deployment of essential operations and positions during a COOP event.
<i>After-Action Report (AAR)</i>	A narrative report that presents issues found during an exercise or an incident and recommendations on how those issues can be resolved
<i>Alternate Database/Records Access</i>	The duplication and/or backup of vital resources and records, and the ability to access such resources and records in the event that the COOP plan is put into effect.
<i>Alternate Facilities/Work Site</i>	A location, other than the normal facility, used to conduct critical functions and/or process data in the event that the primary facility is inaccessible or damaged. The alternate site provides the capability to perform minimum essential department or office functions until normal operations can be resumed.
<i>Alternate Communications</i>	Communication methods that provide the capability to perform minimum essential department or office functions until normal operations can be resumed.
<i>Application Recovery</i>	The component of IT Disaster Recovery, which deals specifically with the restoration of business system software and data, after the processing platform has been restored or replaced.
<i>Assessment</i>	The act of assessing; appraisal
<i>Backup</i>	The practice of copying information, regardless of the media (paper, microfilm, audio or video tape, computer disks, etc.) to provide a duplicate copy.
<i>Business Continuity Plan</i>	Process of developing advance arrangements and procedures that enable an organization to respond to an event in such a manner that critical business functions continue with planned levels of interruption or essential change.
<i>Business Impact Analysis (BIA)</i>	An evaluation of the strengths and weaknesses of an agency's disaster preparedness and the impact an interruption would have on agency business. This is a management level analysis by which an organization assesses the quantitative (financial) and qualitative (non-financial impact and loss).

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**GLOSSARY OF COOP RELATED TERMS**

TERM	DEFINITION
<i>Business IT Recovery Process</i>	The common critical path that all companies follow during a recovery effort. There are major nodes along the path, which are followed regardless of the organization. The process has seven stages: 1) Immediate response, 2) Environmental restoration, 3) Functional restoration, 4) Data synchronization, 5) Restore business functions, 6) Interim site, and 7) Return home
<i>Call-Down List</i>	Cascading list of key agency personnel and outside emergency personnel in order of notification
<i>Chain of Communication</i>	A list of names of agency personnel in the order that they will be notified in the event of an emergency; persons on the list may be responsible for communicating information to their subordinates in the agency and to those lower on the list.
<i>Cold Site</i>	A relocation site that is reserved for emergency use, but which requires the installation of equipment, etc., before it can support operation.
<i>Continuity of Government</i>	The effort to ensure continued leadership, authorities, direction and control, and preservation of records, thereby maintaining a viable system of government.
<i>Continuity of Operations</i>	An internal effort within individual components of the government to assure that capability exists to continue essential component function across a wide range of potential emergencies through a planning document.
<i>Continuity of Operations Plan (COOP)</i>	A COOP provides guidance on the system restoration for emergencies, disasters, mobilization, and for maintaining a state of readiness to provide the necessary level of information processing support commensurate with the mission requirements/priorities identified by the respective functional proponent.
<i>COOP Plan Maintenance</i>	Steps taken to ensure the COOP plan is reviewed annually and updated whenever major changes occur.
<i>Cooperative Agreement</i>	Formal, legally binding contracts between two or more parties whereby the parties to that agreement agree to either share an alternate facility.
<i>Coordinate</i>	To advance systematically an exchange of information among principals who have or may have a need to know certain information in order to carry out their role in a response.

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**GLOSSARY OF COOP RELATED TERMS**

TERM	DEFINITION
<i>Critical Processes &amp; Services</i>	Activities, which could not be interrupted or unavailable without significantly jeopardizing operations of the organization.
<i>Delegation of Authority</i>	Pre-delegated authorities for making policy determinations and decisions at headquarters, field levels, and other organizational locations, as appropriate.
<i>Devolution</i>	The transfer of authority for decision-making, finance, management, and operations from one government agency or division to another.
<i>Disaster Recovery</i>	Activities and programs designed to return the entity to an acceptable condition. The ability to respond to an interruption in services by implementing a disaster recovery plan to restore an organization's critical business functions.
<i>Emergency</i>	A sudden, usually unexpected event that does or could do harm to people, resources, property, or the environment. Emergencies can range from localized events that affect a single office in a building, to human, natural, or technological events that damage, or threaten to damage local operations. An emergency could cause the temporary evacuation of personnel and equipment from the site to a new operating location environment.
<i>Emergency Operations Plan</i>	A plan that provides facility-wide procedures for emergency situations that generally includes personnel safety and evacuation procedures.
<i>Emergency Operations Center (EOC)</i>	The site from which government officials (municipal, county, State, and Federal) exercise direction and control in an emergency.
<i>Emergency Operating Records</i>	Records (plans and directives, orders of succession, and delegation of authority) essential to the continued functioning of an agency during and after an emergency to ensure continuity of operations.
<i>Essential Functions</i>	Those functions that enable County agencies to provide vital services, exercise civil authority, maintain the safety and well being of the citizens, sustain the industrial/economic base in an emergency.
<i>Essential Positions or Personnel</i>	Those positions required to be filled by the local government or deemed essential by the State or individuals whose absence would jeopardize the continuation of an organization's essential functions.

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**GLOSSARY OF COOP RELATED TERMS**

TERM	DEFINITION
<i>Evacuation</i>	Organized, phased, and supervised dispersal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.
<i>First Responder</i>	Police, fire and rescue, and emergency medical personnel who first arrive on the scene of an incident and take action to save lives, protect property, and meet basic human needs.
<i>Hot Site</i>	A fully equipped facility, which includes stand-by computer equipment, environmental systems, communications capabilities, and other equipment necessary to fully support an organization's immediate work and data processing requirements in the event of an emergency or a disaster.
<i>Interoperability</i>	The ability of a system or a product to work with other systems
<i>IT Disaster Recovery Plan</i>	Plan that provides recovery and restoration procedures for mission-critical information technology (IT) components/systems that are necessary to perform mission-critical business functions. This plan does not provide contingency planning guidance for business processes. Business process should be addressed in a business resumption or business continuity plan that is typically developed by non-IT staff.
<i>Legal and Financial Records</i>	Records (personnel records, social security records, contracts, etc.) essential to the protection of the legal and financial rights of an agency and of the individuals directly affected by the agency's activities.
<i>Mission Critical Functions</i>	Activities, which could not be interrupted or unavailable without significantly jeopardizing operations of the organization.
<i>Mutual Aid Agreement</i>	As between two or more entities, public and/or private, the pre-arranged rendering of services in terms of human and material resources when essential resources of one party are not adequate to meet the needs of a disaster or other emergency. Financial aspects for post-disaster or post-emergency reimbursements may be incorporated into the agreement.
<i>Non-critical Processes</i>	Business processes or supporting information that could be interrupted or unavailable for a significant period of time (generally several weeks) without significantly jeopardizing the critical functions of an organization.

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**GLOSSARY OF COOP RELATED TERMS**

TERM	DEFINITION
<i>Non-vital Records</i>	Records or documents that are important but if irretrievably lost or damaged will not materially impair the organization's ability to conduct business.
<i>Occupant Evacuation Plan (OEP)</i>	Provides facility-level procedures for occupants of a facility in the event of a situation posing a potential threat to the health and safety of personnel, the environment, or property. This plan includes planning for personnel safety and evacuation. This plan is not an IT system functionality based plan and can therefore be implemented separately.
<i>Order of Succession</i>	A list that specifies by position that will automatically fill a position once it is vacated during an emergency
<i>Point of Contact</i>	The coordinator of the COOP program and leader of the COOP team, who will implement COOP plan during an emergency.
<i>Preventative Controls</i>	Measures in place to prevent loss of function of systems and of data critical to an agency's essential functions.
<i>Primary Facility</i>	The site of normal, day-to-day operations.
<i>Rapid Recall List</i>	Cascading list of key agency personnel and outside emergency personnel in order of notification.
<i>Reconstitution</i>	The process by which surviving and/or replacement personnel resume normal operations from the original or replacement primary operation facility.
<i>Recovery Point Objective (RPO)</i>	The point in time to which data must be restored in order to resume processing transactions. In an IT context, the amount of data that can be lost measured by a time index.
<i>Recovery Time Objective (RTO)</i>	The period of time within which systems, applications, or functions must be recovered after an outage.
<i>Relocation Site (Alternate Facility)</i>	The site where all or designated employees will report for work if required to move from the primary facility.
<i>Risk Assessment/Analysis</i>	An evaluation of the probability that certain disruptions will occur and the controls to reduce organization exposure to such risk.
<i>Staging Area</i>	Temporary location for personnel, supplies, and/or equipment to enable positioning of, and accounting for, resources not immediately assigned.
<i>Standard Operating Procedures</i>	Protocol for the conduct of regular operations

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**GLOSSARY OF COOP RELATED TERMS**

TERM	DEFINITION
<i>Vital Records and Systems</i>	Records or documents, regardless of media (paper, microfilm, audio, or video tape, computer disks, etc.) which, if damaged or destroyed, would disrupt business operations and information flows and cause considerable inconvenience and require placement or re-creation at considerable expense.
<i>Warm Site</i>	An alternate processing site which is equipped with some hardware, and communications interfaces, electrical and environmental conditioning which is only capable of providing backup after additional provisioning, software or customization is performed.

**ACRONYMS**

Acronym	Definition
AAR	After-Action Report
BIA	Business Impact Analysis
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
COOP	Continuity of Operations Plan
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
IT	Information Technology
OEP	Occupant Evacuation Plan
RPO	Recovery Point Objective
RTO	Recovery Time Objective

## I. Executive Summary

Continuity of Operations (COOP) planning refers to the internal efforts Morgan County must take to assure that the capability exists to continue essential functions in response to a broad spectrum of emergencies or operational interruptions. COOP planning is an ongoing process that is driven in part by growth and change in information systems, personnel, and mission critical needs. Operational interruptions may include routine business renovation or maintenance; mechanical failure of heating or other building systems; fire; inclement weather or other acts of nature; a public health emergency; or a range of threatened or actual attacks. Other events that may interrupt departmental activity include failure of information technology (IT) systems and telecommunications due to malfunction or cyber attack.

It is the policy of Morgan County government to respond quickly at all levels in the event of an emergency or threat resulting from natural, manmade, or technological causes and to ensure its ability to perform essential functions under all circumstances. To meet these objectives, Morgan County has established this COOP plan which sets three potential phases of operation: 1) Activation and Relocation; 2) Alternate Facility Operations; and 3) Reconstitution. The plan incorporates the following key elements associated with COOP planning:

- Emergency actions and procedures.
- Identification and prioritization of essential functions
- Line of succession to essential positions required in an emergency
- Delegations of authority and pre-delegations of emergency authorities to key officials.
- Emergency operations centers and alternate (work-site) facilities.
- Interoperable communications.
- Protection of government resources, facilities, and personnel.
- Safeguarding of vital records and databases.
- Tests, training, and exercises.

## II. Introduction

The changing environment and Morgan County's experience with recent emergencies have shifted awareness to the need to develop COOP capabilities to enable departments to continue essential functions across a broad spectrum of emergencies. As recent events and preparedness exercises have demonstrated, government operations can be disrupted by a variety of events, natural, man-made, and technological. Whether the disruption results from severe weather or from a blackout caused by a malfunction of power grid technology, citizens still expect government services to be available when they are needed. As an aid in continuing to provide essential services to citizens under emergency conditions, Morgan County has developed this COOP plan.

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The objectives of this COOP plan include:

- Ensuring the continuous performance of essential functions/operations during an emergency.
- Protecting essential facilities, equipment, records, and other assets.
- Reducing or mitigating disruption to operations.
- Reducing loss of life and minimizing damage and losses.
- Achieving a timely and orderly recovery from an emergency and resuming full service to customers.
- Identifying alternate operations locations in the event that primary operations facilities are not functional.
- Conducting essential operations from an alternate operating location.
- Establishing lines of succession and delegations of authority.
- Identifying personnel needed to perform essential functions.
- Identifying means of communication.
- Establishing requirements for testing, training, and exercising of personnel, equipment, systems, processes and procedures during a COOP event.
- Establishing requirements for development, maintenance, and review of the COOP plan and COOP capabilities.

### **III. Purpose**

The purpose of this Continuity of Operations Plan (COOP) is to describe how the county will operate in the event that an emergency in Morgan County threatens or incapacitates operations. In accordance with guidelines established by Federal Preparedness Circular 65, Federal Executive Branch Continuity of Operations (COOP) and the National Fire Protection Association 1600 Standard on Disaster/Emergency Management and Continuity of Business Programs, this plan identifies lines of succession; provides for the maintenance or re-establishment of the control and direction, including relocation of key personnel, as necessary; for reconstitution of key staff positions with successor personnel; and for regeneration of full function.

Some of the information in this plan is taken from the Morgan County Emergency Operations Plan (EOP). This plan, which is applicable to all-hazards, is prepared to provide critical services in an environment that is threatened, diminished, or incapacitated.

#### IV. Applicability and Scope

Morgan County has reviewed and approved this plan for operational activities during emergency/disaster events. This plan is designed to effectively minimize system outages and down times while providing the highest level of service possible until normal operations fully resume. This plan also is intended to facilitate the response and recovery process.

This plan applies to a full range of circumstances, from a short-term event to a long-enduring emergency that may impact multiple operating facilities and applies to natural, manmade or technological threats:

Naturally Occurring	Human-Induced	
	Intentional	Unintentional
<ul style="list-style-type: none"> <li>• Tornado</li> <li>• High Winds</li> <li>• Electrical Storms</li> <li>• Ice Storms</li> <li>• Snowstorms and Blizzards</li> <li>• Floods</li> <li>• Epidemics</li> <li>• Major Landslides</li> <li>• Wildfire</li> <li>• Drought</li> </ul>	<ul style="list-style-type: none"> <li>• Misuse of Resources</li> <li>• Security Breaches</li> <li>• Theft</li> <li>• Fraud/Embezzlement</li> <li>• Fire/Arson</li> <li>• Vandalism</li> <li>• Sabotage: External and Internal Actors</li> <li>• Workplace Violence</li> <li>• Bomb Threats</li> <li>• CBRNE</li> <li>• Hazmat</li> <li>• Physical Terrorist Assaults</li> <li>• Disruption of Supply Sources</li> <li>• Riot/Civil Disorder</li> <li>• War</li> </ul>	<ul style="list-style-type: none"> <li>• Voice &amp; Data Telecommunications Failures or Malfunctions</li> <li>• Software/Hardware Failures or Malfunctions</li> <li>• Unavailability of Key Personnel</li> <li>• Human Errors</li> <li>• Power Outages: External or Internal</li> <li>• Water Outages</li> <li>• Gas Outages</li> <li>• HVAC System Failures or Malfunctions</li> <li>• Accidental Damage to or Destruction of Physical Plant and Assets</li> <li>• Nuclear Power Plant</li> </ul>

This plan is designed to complement the Morgan County EOP.

#### V. Essential Functions

Each department, agency, and organization head has examined agency functions and categorized them as follows:

- Category 1: Critical – functions that must remain operational at all times (i.e., law enforcement, fire service, EMS)
- Category 2: Fundamental – functions that must be brought back online as deemed necessary.
- Category 3: Normal – functions that need not be restored in full until the Category 1 and 2 functions are operational and the emergency/disaster allows.

Both Category 1 and 2 are considered to be essential functions. The personnel necessary to carry out essential functions, along with support duties are listed in Tab 2, Essential Functions of each department’s appendix.

## VI. Authorities and References

### A. Local Authorities and References

1. Morgan County Emergency Operations Plan, dated September 2006
2. Morgan County Hazard Risk Assessment, dated April 2003
3. Individual county agency Standard Operating Procedures/Guidelines

### B. State Authorities

1. The Constitution of the State of Ohio (with amendments to 2000), Article II, Section 42, Article III, Sections 15, 17, and 22, Article IV, Section 2
2. Ohio Revised Code, Section 161.03, Order of succession to the governorship
3. Ohio Revised Code, Section 161.04, Designation of interim successors
4. Ohio Revised Code, Section 5502.22, Emergency Management Agency Established; Cooperation with Other Agencies; Use of Federal Funds
5. Ohio Revised Code, Section 5502.24, Temporary Seats of State and Local Government in Event of Emergency
6. State of Ohio Emergency Operations Plan, March 2001
7. Ohio Rules of Court, Rules of Superintendence for the Courts of Ohio
8. Rules of the House of Representatives, State of Ohio
9. Rules of the Senate, State of Ohio
10. Joint Rules of the General Assembly, State of Ohio

### C. Federal References

1. Federal Preparedness Circular 65, Federal Executive Branch Continuity of Operations, June 15, 2004
2. 41 Code of Federal Regulations 101.20.103-4, Occupant Emergency Program
3. 36 Code of Federal Regulations, Part 1236, Management of Vital Records
4. Presidential Decision Directive 62, Protection Against Unconventional Threats to the Homeland and Americans Overseas, dated May 22, 1998
5. Homeland Security Presidential Directive 7, Critical Infrastructure Identification, Prioritization, and Protection, dated December 27, 2003

## VII. Concept of Operations

In the event of a disaster or emergency, Morgan County will rapidly organize to assess impacts on operations, and determine needed actions. COOP operations are characterized by three distinct phases; activation and relocation, alternate facility operations, and reconstitution

This COOP plan provides for the continuation of the essential functions of Morgan County and traditionally is based on the assumption that personnel may be denied access to facilities where business is normally conducted. A fire or HAZMAT incident may require evacuation of a building with little or no advance warning, using existing occupant emergency plans, but for a short time. There is a distinction between these situations and one in which access may not be possible for an extended period. In the latter case, there will be a need for the deliberate, pre-planned relocation of selected key personnel to an alternate location from which minimum essential functions can be performed, while an assessment of longer-term alternatives is undertaken.

The alternate location will support the full complement of personnel assigned to it, including communications, information technology support, supplies and materials, and a secure environment, for up to 30 days.

Public health emergency planning necessitates different assumptions. Although a public health emergency will not directly affect the physical infrastructure on Morgan County, it could nevertheless disrupt operations since as much as 40 percent of the workforce might be absent due to illness. In addition, Morgan County must plan to conduct essential operations beyond the 30-day period used for other COOP planning.

### A. Phase I: Activation and Relocation

Conditions under which this COOP might be activated include the actual or potential denial of access to the normal facility where business is normally conducted or alternatively, employee absenteeism of up to 40 percent due to a public health emergency.

This plan may be activated in situations such as:

- Known threats and emergencies (with warning). Some threats may afford advance warning that will permit orderly alert, notification and, if necessary, evacuation of employees. Examples are a transportation accident with the potential for the release of hazardous material or the threat of a terrorist act.
- Unanticipated threats and emergencies during non-duty hours (no warning). Incidents may occur without warning when the majority of the staff is not at work. While operations from the normal place of business will not be possible, the majority of staff will be able to respond to instructions, including proper notice to relocate.
- Unanticipated threats and emergencies during duty hours (no warning). Incidents may also occur without warning during normal office hours. In this case, implementation of the COOP plan, if indicated by the circumstances, would be preceded by execution of a building occupant emergency plan, to move employees and visitors out of the building expeditiously.

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**1. Decision Process**

If a situation arises that adversely impacts or threatens the County government's ability to perform essential functions, the Morgan County COOP plan may be activated by the County Commissioners or his/her designee, through the affected agency head or his/her successor (see paragraph 3.a. of this section) or, based on circumstances, independently by the agency head of the affected agency or his/her successor.

A decision by the agency head or his/her successor to implement the agency's COOP plan will be coordinated with the County Commissioners. In situations where immediate activation is called for, a decision to do so will be communicated by the agency head or his/her successor to the County Commissioners and the Director of the Emergency Management Agency and the County Public Information Officer simultaneously with notification of the agency's employees.

**2. Alert, Notification and Implementation Process**

In the event that the department's usual operating facilities are rendered inoperable and are expected to remain as such, the agency head may decide to implement the agency's COOP plan. If this occurs, operations will be relocated to the location(s) designated by the County Commissioners. Annex A, Alternate Facilities, identifies potential sites that may be available for COOP operations.

In circumstances where warning is provided in advance of a triggering event, or during off-duty hours, a decision to implement the COOP plan will be communicated by the agency head of affected agency to designated Advanced Team employees included in Tab 1 of the department's appendix. The County Commissioners will secure an alternate facility. During the time between COOP plan activation and when the alternate facility is ready, essential employees will work from the usual operating facility if it is able to support limited operations.

The formal name for this group of essential COOP personnel is the Emergency Relocation Group. If the usual facility is not accessible, the agency head will instruct employees how to proceed, for example, if they should work from home until the alternate facility is ready.

When the Advance Team informs the agency head that the alternate facility is ready to support essential operations, the Emergency Relocation Group will report to the alternate facility. Transportation to the alternate facility will be by personal vehicles or method decided in the County's Emergency Operations Center. Employees reporting to the alternate facility will take their "go kits" containing both work and personal items (See Annex F) and any critical records/databases (See Tab 3) for which they are responsible and prepared to become full operational.

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Employees who are not required to relocate to the alternate facility will be instructed by agency head if/where to report and, if their responsibilities will be different from their normal work, what their function during COOP plan activation will be. In coordination with the County's Public Information Officer, the agency will establish an information line for employees to call. The information line is a telephone message that will provide department employees and the public with information about the emergency.

This information will also be posted on the County website. The agency head will work with the County Public Information Officer to develop messages to inform the public of the need to relocate to alternate facilities and which, if any, non-essential services will be suspended during COOP implementation. The County Emergency Management Agency should also be notified and receive regular status updates.

In circumstances where there is no warning during duty hours, designated essential employees will be instructed on what action to take by the County Commissioners, the agency head, or their successors. The County Commissioners will ensure that the assigned alternate facility is available and ready to begin preparations for use. The Advance Team will be notified of the COOP plan activation and will be dispatched to the alternate facility to begin preparations for use. Employees relocating to the alternate facility will be transported by personal vehicles or method identified in the County's Emergency Operations Center. Employees who are not required to relocate to the alternate facility will be instructed by agency head if/where to report and, if their responsibilities will be different from their normal work, what their function during COOP plan activation will be.

In the case of a public health emergency, different activation phases may be necessary based on public health alert levels, proximity of the outbreak to the agency's offices/facilities, and recurring outbreaks. If the COOP plan is implemented due to a public health emergency, the agency head will notify employees as to which essential functions and services can be conducted from remote locations through telecommuting.

Employees who are not ill will be instructed if/where/when to report and what responsibilities they will be asked to assume given the circumstances of the outbreak. The agency head will also determine whether additional logistical support, services and infrastructure systems are needed and prioritize/determine accessible facilities/buildings (as an alternate to relocating to a remote facility).

The agency will implement appropriate social distancing policies, and consider the impact of local quarantines on open/accessible facilities and operating plans.

### **3. Leadership**

#### **a. Orders of Succession**

There may be instances when an individual who is designated as a leader is unable to fill their leadership role. Because the role is essential to the department being able to complete its critical missions, a successor will need to assume that leadership role.

A successor will assume the duties of the leadership role when the usual leader is not able to be contacted by usual methods (e.g., telephone, cellular telephone, direct connect, etc.), and will relinquish leadership duties when the usual leader is contacted or until a permanent successor has been named by the County Commissioners, Agency Head, or other appropriate individual.

The Morgan County Emergency Operations Plans identifies lines of succession for several county departments. Tab 6 of the department's appendix of this plan lists the order of succession to the following:

- Agency Head
- Key Agency Leadership Positions

Employees responsible for maintaining vital systems and records shall be considered key department positions for purposes of succession planning.

The order of succession applies in the event that any of those listed are unable to be reached or are otherwise incapacitated.

#### **b. Delegations of Authority**

Designated essential employees and their successors, upon appointment to an essential position, shall have the full authority and responsibility to carry out their essential functions unless otherwise indicated in this plan. "Succession," in this context, pertains only to the activation of this COOP plan and the performance of the essential functions listed herein for the duration of COOP plans activation, or until relieved by proper authority.

The authorities delegated to each essential position are listed, by position, in Tab 7 of the department's appendix, Delegations of Authority. The Morgan County Emergency Operations Plan identifies decision-making authority for several county departments.

#### **c. Devolution**

In the event that the leadership of the affected agency is incapacitated to a degree that would compromise the performance of the department's essential functions under this COOP plan, a successor organization responsible for the performance of these functions will be identifies.

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Such devolution may occur based upon a unilateral determination by the County Commissioners or their successors or on a recommendation by the senior surviving official of the affected agency. In the event that devolution is deemed necessary, the Advance Team, the remaining senior official of the devolving department and his/her designees would assist the successor department to prepare to assume control of the devolving organization's essential functions.

The resources necessary for the department assuming responsibility to carry out the devolving organization's essential functions are the same as those identified in Tabs 3, 4, & 5.

**B. Phase II: Alternate Facility Operations**

Upon arrival at the alternate facility, essential employees may need to go through a security checkpoint. At security checkpoints, County employees should be prepared to show their employee badges. Temporary staff hired to fill staffing needs during the COOP emergency may be issued temporary badges by the County, or may be placed on a list for approved access to the facility and required to show a form of picture identification.

At the security checkpoint or at the entrance to the alternate facility, essential employees reporting for duty will sign in on a sign-in sheet so that shift staffing can be tracked.

When they first arrive at the alternate facility, essential employees may find that the Advance Team is still working to bring mission critical systems and vital databases and records online. In the event that personnel cannot access electronic files, they should be prepared to perform their essential functions manually.

Forms and manuals for completing processes by hand will be included in employee go-kits. Personnel may need to use methods of communication other than telephone land lines, and should include in their go-kits a car adapter to charge batteries for portable communication devices such as cellular telephones and direct connect radios in the event that power is not immediately available at the alternate facility.

**1. Mission Critical Systems**

Mission critical systems are those systems such as information technology and communications that are required to support the agency's ability to perform its essential functions. Mission critical systems must be recovered to meet the determined RTO/RPO objectives. All agencies have identified their mission critical systems based on the essential functions identified in Tab 2, and has included them in Tab 4, Mission Critical Systems.

## 2. Vital Files, Records, and Databases

### a. General

To the extent necessary, all agencies will duplicate and store vital records and electronic files at a remote location. Vital records include the following:

- Emergency Operating Records – These records are essential to the continued functioning or reconstitution of the operating units in the department during or after an emergency that requires activation of this COOP plan.
- Legal and Financial Records – These records are essential to carrying out the legal/financial functions of the department or to protecting the rights of individuals directly affected by the department's activities.

### b. Vital Records Implementation Plan

Backups of the department's vital records should be stored offsite at an undisclosed location. The department head controls preservation and access to these records.

When the COOP plan is activated, the agency head will be responsible to ensure that vital records stored onsite at department facilities are moved from the usual operating location to the alternate operating facility.

The agency head will maintain an inventory of vital records to ensure that they are accounted for after the move to the alternate operating facility and during the return to normal operations.

During the return to normal operations, the agency head will also ensure that records stored onsite at each usual operating facility and offsite are returned to their normal locations. The vital records implementation plan should be tested as part of the department's COOP exercise program.

The Department of Information Technology is responsible for ensuring automated computer records maintained at the Government Center are stored off-site. Copies of critical data (tape media) are taken offsite daily by **INSERT**. Media can be retrieved seven days a week.

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**C. Phase III: Reconstitution**

When the agency head determines that the emergency is no longer a threat to the agency, he/she will begin to plan for a return to normal operations. The Advance Team will return to the primary facility to ensure that mission critical systems are operational and the facility is ready for normal operations to resume.

The agency head will notify employees of the end of the emergency and the plan to return to normal operations. The agency head will notify employees using communications protocols described in Tab 5, Logistics.

If the COOP plan has been activated due to a public health emergency, the agency head is responsible for developing plans to replace employees unable to return to work and prioritizing hiring efforts. The County Commissioners, in conjunction with public health officials, are responsible for ensuring that the facilities are safe for employees to return to normal operations.

After the agency has resumed normal operations, the agency head will de-activate the COOP plan. The agency head will ensure that an after-action review is conducted of COOP and the effectiveness of emergency plans and procedures in place.

The review will occur as soon as possible after the return to normal operations. The review will identify areas for correction and result in the development of a remedial action plan.

**VIII. COOP Planning Responsibilities**

COOP planning ensures continued performance of essential government functions during an emergency. Without COOP, such functions may not be performed at a time when they are needed most. COOP planning therefore requires a dedicated effort, with clear delineation of responsibilities. Morgan County has identified key positions within the organization and designated specific COOP responsibilities to those individuals. The county's COOP planning assignments are:

<b>Responsibility</b>	<b>Assigned</b>
Update COOP plan annually	Emergency Management Agency
Update telephone rosters monthly	Each Department Head
Review status of vital files, records, and databases	Each Department Head
Conduct alert and notification tests	Each Department Head
Develop and lead COOP training	Emergency Management Agency
Plan COOP exercises.	Emergency Management Head

## IX. Logistics

Morgan County has determined to what level emergency operations can be sustained internally, and has developed procedures to augment capacity beyond that level through the acquisition of services, personnel, resources, and equipment necessary to perform mission essential functions. Memoranda of agreement/understanding and mutual aid agreements can be found in Tab 3, Vital Records and Databases.

### A. Alternate Locations

Choosing and preparing alternate locations is an integral part of COOP planning. Selecting appropriate and compatible alternate facilities is the responsibility of the County Commissioners. Any site selected as an alternate facility can sustain performance of essential functions for up to 30 days.

Morgan County's potential alternate facilities are identified in Annex A, Alternate Facilities. Each of these facilities is maintained on a regular basis and meets the following criteria to support performance of essential functions during COOP activation:

- Sufficient space to accommodate essential personnel.
- Adequate infrastructure, including electricity, heating, cooling, water, sewer, and backup power source, if necessary.
- Food preparation area or easy access to food services.
- In-place security measures, as appropriate.
- Parking lot or public transportation access.
- Sufficient networking capabilities to support performance of essential functions.

Planning for a public health emergency will involve alternatives to staff relocation/collocation such as "social distancing" in the workplace through telecommuting or other means.

### B. Interoperable Communications

Communications is an integral part of COOP activation. Selecting appropriate and compatible COOP communications equipment is the responsibility of Morgan County Emergency Management Agency. The overall capacity should address concerns such as:

- Secure communications links
- Interoperability to include intra- and inter-departmental COOP communications and County EOC-to-alternate-facility communications
- Capacity to accommodate Morgan County COOP minimum requirements.
- Ability to communicate with customers
- Variable and redundant capability.
- Ability to enable employees to perform essential functions while teleworking.

Under most conditions that may require Morgan County to activate the COOP plan, communications will be primarily by standard, established communication methods such as telephone landline, two-way radios, cellular telephones, e-mail, and Internet. However, Morgan County recognizes that as a result of some disasters, standard communication methods may not be operable. Alternate methods of communication are described in Annex B, Alternate Communications Methods.

#### **X. Test, Training, and Exercises**

The effectiveness of a COOP plan depends on employee awareness of COOP requirements. Each employee that has an essential role in Morgan County readiness including designated successors and each department that provides or supports the ability to perform essential functions must know how to execute its portion of the plan. In other words, each essential employee must “own” the plan.

To accomplish this goal, Morgan County should train all essential personnel on COOP planning and conduct COOP drills, where personnel will use the COOP plan in response to a mock disaster. The plan is adaptable to various scenarios that range from partial or short-term to complete disruption.

COOP personnel will also test their plans, backup and recovery systems regularly. It is through such testing that gaps can be identified and modifications made. A schedule of testing, training, and exercises is included in Annex C. An after action review will be held after each exercise so that participants will understand what they did well and ways they can improve their responses to COOP situation. The department leaders will write an after-action report that summarizes the points raised during the after-action review.

#### **XI. Multi-Year Strategy and Program Management Plan**

To have a viable COOP capability, agencies must sustain a high level of readiness and be prepared to implement the COOP plan with or without warning. Morgan County will develop a multi-year strategy and program management plan to accomplish this state of readiness. Morgan County will routinely assess the needed capacity of the department, capabilities of personnel, and associated resources and modify its program management plans accordingly.

#### **XII. COOP Plan Maintenance**

Morgan County will review and update its plans regularly. The work of the COOP team does not end with the development and implementation of a COOP program. An effective COOP plan will not remain viable without regular review and revision.

A timeline for testing and revising elements of this plan is included in Annex D, COOP Maintenance Timeline. A crosswalk that identifies elements that should be included and maintained in a COOP plan is included in Annex E.

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**ANNEX - A**  
**POSSIBLE ALTERNATE FACILITIES**

<b>FACILITY NAME</b>	<b>FACILITY ADDRESS</b>	<b>FACILITY CONTACT</b>	<b>COST</b>	<b>COMMENTS</b>
Reicker Building	155 East Main Street McConnelsville, Ohio	Commissioners	N/A	N/A
Morgan County Sheriff's Office	37 East Main Street McConnelsville, Ohio	Sheriff	N/A	N/A
Morgan County Fairgrounds	SR 376 South McConnelsville, Ohio	Fair Board	N/A	Various Buildings
Morgan County Health Department	SR 376 North McConnelsville, Ohio	Board of Health	N/A	N/A

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**ANNEX - B**  
**ALTERNATE COMMUNICATIONS METHODS**

Communication Method/System	Providers	Alternate Method	Alternate Method Provider
Telephones	Verizon, AT&T, Nextel	Cellular Phones	Various Vendors
Handheld Radios	Internal Agencies	Amateur Radio	Various Vendors
Internet Service Provider		Alternate Internet Service Providers	CenturyLink, Time Warner

**ANNEX - C**  
**TESTING, TRAINING, AND EXERCISE SCHEDULE**

**Annually:**

- Test COOP alert, notification, and activation procedures.
- Test COOP communications equipment & protocols.
- Test vital records implementation and recovery plan
- Test data recovery plan

**Bi-annually:**

- Test vital records implementation and recovery plan.
- Test data recovery plan.
- Conduct COOP training for essential personnel
- Conduct COOP training of Advance Team
- Conduct exercise that involves the movement of essential personnel to an alternate facility.
- Conduct after-action review of COOP exercise

**ANNEX - D**  
**COOP PLAN MAINTENANCE TIMELINE**

**Annually**

- Update Annex A, Alternate Facilities
- Update Annex B, Alternate Communications Methods
- Update Tab 1, Advanced Team
- Update Tab 2, Essential Functions
- Update Tab 3, Vital Records/Databases
- Update Tab 4, Mission Critical Systems
- Update Tab 5, Logistics
- Update Tab 6, Lines of Succession
- Update Tab 7, Delegations of Authority

**Bi-annually**

- Perform comprehensive review of COOP Plan

If a situation occurs that causes activation of this COOP Plan, the timeline for updating the plan will be modified. The new start date should coincide with the date of the after-action review.

**ANNEX E**  
**COOP CHECKLIST OF PLAN ELEMENTS**

1. Identify Agency/Department Critical Functions

- Mission Critical Functions
- Immediate Post-Incident Functions
- Normal Services, non-critical

2. Identify Appropriate Authorities/References

(legal, financial, contracting, human resources, delegations, etc.)

3. COOP Activation Process

- Known threats, w/warning
- Unanticipated threats, no warning, non-duty hours
- Unanticipated threats, no warning, duty hours
- Who activates?
- How?
- At what stage?

4. Alert/Notification

- Primary and back-up system for notifying
  - o Employees
    - Advance Team
    - Essential employees
    - All other employees
- Duty hours vs. non-duty hours notification
- Standard notification messages

5. Relocation Plans

- Functions to be relocated
- Alternate locations (telework, departmental facility, facility of another department, stand-alone new facility).
- Contents of, owners of go-kits
- Match all staff with relocation options
- Transportation to alternate facility
- Emergency relocation SOP's, instructions for staff
- On-going communication with employees (information line, post to county/ department web-site)
- Logistics (site acquisition agreements, services, personnel, resources, equipment)

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- Mission critical systems
  - o Which systems are mission critical
  - o Plan to recover/replicate mission critical systems

6. Succession Plan

- Written Line of succession for key leaders, managers, and essential employees
- Delegations of authority
- Devolution strategy

7. Files/Records/Databases

- Identify vital files, records, databases needed to support essential functions
- Back-up system (minimum monthly) for vital records
- Secure location for backed-up records
- Business unit or person responsible for maintenance
- RTO established

8. Planning responsibilities

- Assign COOP planning responsibilities
- Assign COOP training responsibilities
- Training Curriculum exercise schedule, system tests
- Multi-year strategy, budgeting, program management plan, COOP maintenance

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**ANNEX - F**  
**GO-KITS**

Each department in Morgan County should prepare a departmental go-kit. Items recommended to include are:

- Morgan County Emergency Operations Plan (EOP)
- Morgan County Continuity of Operations Plan (COOP)
- Departmental Standard Operating Procedures/Guidelines (SOP/G) for essential services
- Departmental Standard Operating Procedures/Guidelines (SOP/G) for COOP operation
- Call-down lists
- A laptop computer loaded with departmental records, databases, and department-specific software.
  
- Copies of forms needed to continue providing essential services as well as forms that can be used to perform work manually should computer systems not be working properly.

Essential personnel may want to also have a personal go-kit that includes personal care items. Some recommended items include:

- A change of clothing
- Personal hygiene items (soap, shampoo, etc.)
- Drinking water
- Non-perishable food/snacks
- Eating utensils
- Flashlight
- Batteries
- Portable radio
- Blanket
- First aid kit
- Prescription medicines
- Contact lenses and solution



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Department Center Township

**TAB 2**  
**ESSENTIAL FUNCTIONS**

The following charts identify the responsible position title for Categories 1 and 2 functions, in order of priority:

	Category 1 Functions	Title of Responsible Position
1		
2		
3		

	Category 2 Functions	Title of Responsible Position
1		
2		
3		

All county agencies work together to support the county's essential functions. Each agency and its responsibilities for supporting the aforementioned essential functions are described in the following table.

Agency	Essential Function Support Duties



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Department Name: \_\_\_\_\_

**TAB 4**  
**MISSION CRITICAL SYSTEMS**

The following table indicates system requirements and activation procedures.

Insert System Name, Minimum Requirements, and Activation		
Minimum Requirements		
Server Hardware		
End User Hardware		
Software		
Communications		
Dependencies		
Special Considerations		
Activation Procedures		

Insert System Name, Minimum Requirements, and Activation		
Minimum Requirements		
Server Hardware		
End User Hardware		
Software		
Communications		
Dependencies		
Special Considerations		
Activation Procedures		



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Department Name: \_\_\_\_\_

Key vendors and customers also will be notified of the intent to activate and deactivate the COOP plan. Notification will occur using usual methods such as landline telephone, cellular telephone, or e-mail.

<b>Vendor Roster</b>				
<b>Service</b>	<b>Vendor</b>	<b>Point of Contact</b>	<b>Contact Information</b>	<b>Main Number</b>

<b>Customer Roster</b>				
<b>Service</b>	<b>Services Provided to Customer</b>	<b>Point of Contact</b>	<b>Email Address</b>	<b>Phone Number</b>

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Department \_\_\_\_\_

The following equipment and supplies, including software and desktop and laptop computers, will be required to be able to continue its essential functions from the alternate facility.

<b>Equipment</b>	<b>Quantity</b>	<b>Hand-Carried</b>	<b>To Be Ordered</b>

<b>Supplies / Cosumables</b>	<b>Quantity</b>	<b>Hand-Carried</b>	<b>To Be Ordered</b>



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Department Name: \_\_\_\_\_

**TAB 6  
LINES OF SUCCESSION**

Key Position	Lines of Succession	
	1	
	2	
	3	
	4	
	1	
	2	
	3	
	4	
	1	
	2	
	3	
	4	

**DEVOLUTION**

Department	Lines of Succession	
	1	
	2	
	3	
	4	
	1	
	2	
	3	
	4	
	1	
	2	
	3	
	4	

