TOOELE COUNTY
RESOLUTION 2021-56

A RESOLUTION ADOPTING THE TOOELE COUNTY CONTINUITY OF OPERATIONS PLAN DATED SEPTEMBER 2021

WHEREAS, emergencies and disruptions in the continuity of essential county functions have occurred and will occur in the future; and

WHEREAS, the Tooele County Emergency Management Department has created the Tooele County Continuity of Operations Plan ("Plan"); and

WHEREAS, the Plan provides policies and guidance to ensure the continued performance of essential county functions in the event of threatened or actual emergencies or disruptions; and

WHEREAS, the Plan establishes the framework for the county to prepare for, respond to, recover from, and mitigate against emergencies and the disruption of essential county functions;

NOW, THEREFORE, BE IT RESOLVED BY THE TOOELE COUNTY COUNCIL that the attached Tooele County Continuity of Operations Plan is hereby adopted.

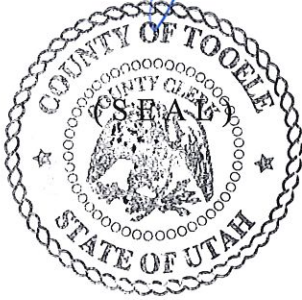**EFFECTIVE DATE:** This resolution shall take effect immediately upon passage.

DATED this 23rd day of November, 2021.

ATTEST:

TRACY D. SHAW, County Clerk

(SEAL)

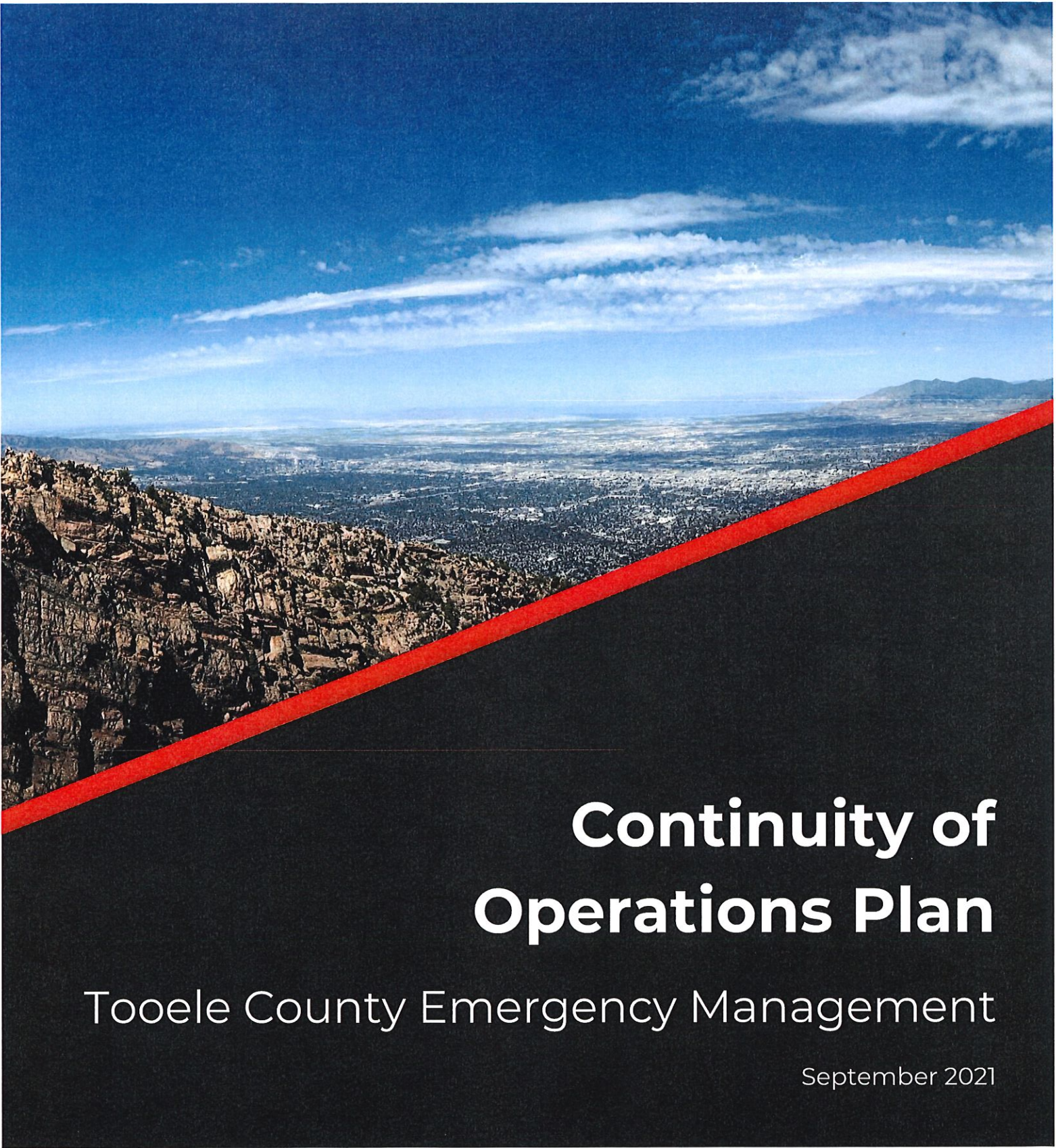**TOOELE COUNTY COUNCIL:**

TOM TRIPP, Council Chair

Council Member Hamner voted	aye
Council Member Hoffmann voted	aye
Council Member Thomas voted	aye
Council Member Tripp voted	aye
Council Member Wardle voted	aye

APPROVED AS TO FORM:

Colin Winchester 11/29/2021

COLIN R. WINCHESTER
Deputy Tooele County Attorney

Continuity of Operations Plan

Tooele County Emergency Management

September 2021

TOOELE COUNTY
TCEM
EMERGENCY MANAGEMENT

EXECUTIVE SUMMARY

The Tooele County Continuity of Operations (COOP) Plan provides an approach that allows the county government to support the sustainment and restoration of essential functions and services across a wide range of potential emergencies or disruptions. **This plan is intended to be used as a guidance document when executing the sustainment and restoration of essential functions during a disruption to normal operations.** The operations in this plan are supported by procedures and information in department-level COOP plans.

The intended audience for this plan includes:

- County leadership;
- Department managers;
- Emergency management staff; and,
- County and department staff expected to implement COOP during a disruption.

Continuity of Operations Plan Organization

The plan is organized in the following manner:

- **Introduction**: Overview of plan, purpose, scope, and maintenance.
- **Concept of Operations**: Procedures, resources, and operations the county utilizes to sustain and restore essential functions and services during a disruption to normal operations. The concept of operations is organized into four phases:
    - *Phase 1 - Activation: Procedures for Identifying, assessing, and activating COOP plans in response to a disruption.*
    - *Phase 2 - Continuity of Operations: Strategies to sustain essential functions and services based on disruptions to personnel, resources, and facilities.*
    - *Phase 3 - Reconstitution and Termination: Conclusion of COOP and resumption of normal operations.*
    - *Phase 4 - Preparedness: Actions taken prior to or following a disruption through planning, training, and exercises to lessen impacts of future disruptions.*
- **Roles and Responsibilities**: Expected actions and roles of county and department staff and leadership during a continuity event.
- **Appendices:** Additional tools and contextual information to support operations described in the COOP Plan.
- **Annexes:** Documentation supporting department-level and hazard-specific COOP.

RECORD OF CHANGES

Section Title	Revision Summary	Date	Revised By (Name)

TABLE OF CONTENTS

INTRODUCTION

Purpose and Objectives

The Tooele County Continuity of Operations (COOP) Plan provides overarching policies and guidance to ensure the capability exists for Tooele County to continue performing essential functions across a wide range of potential emergencies or disruptions. This includes:

- **Ensuring the continuous performance** of essential functions and operations during an emergency or disruptions to facilities, personnel, and resources;
- **Facilitating decision-making** for execution and escalation of the COOP Plan; and,
- **Resuming full service** through facilitated decision-making, guidance through COOP, and utilizing staff strategically.

Applicability and Scope

The provisions of this document apply to Tooele County departments and offices. Support from other organizations as described herein will be coordinated with the Tooele County Emergency Management (TCEM) Emergency Services Director as applicable.

> ### Application
>
> This document applies to situations that require relocation or alternate delivery of department essential functions and services as determined by coordination with the TCEM Emergency Services Director. It can be activated at the discretion of Tooele County Council, County Manager, or department managers.

This plan does not apply to temporary disruptions of service during short-term building evacuations, situations where normal operations are expected to be restored prior to the full implementation of this plan, or if the impacts from a disruption will have a negligible impact on services.

Departments are expected to address disruptions internally using their department COOP plans. Departments communicate with TCEM when a disruption exceeds internal capabilities and an escalation of COOP is needed, resulting in the usage of this plan.

Relationship to Continuity of Operations Planning Initiatives

The COOP Plan and accompanying appendices and annexes serve as an overarching continuity plan for the county. Additional COOP planning documentation for departments and municipalities serve as companion documents to the base plan and expand upon concepts and procedures. These plans may be activated in concert with or independently of the COOP Plan. These planning documents include:

- **Department COOP Plans:** Each county department is responsible for maintaining a Department COOP Plan. These plans identify detailed information needed to execute COOP at the department-level and serve as annexes to the county COOP plan.
- **Tooele County Comprehensive Emergency Management Plan (CEMP):** The CEMP provides an overarching framework for how the county responds to, recovers from, prepares for, and mitigates against all-hazards. During a disaster or emergency incident, the COOP Plan may be activated to support operations in the CEMP.

Plan Maintenance and Implementation

The COOP Plan is maintained by TCEM. Reviews and updates occur annually in coordination with department COOP plans or as needed following training, exercises, and real-world incidents.

Plan Maintenance

To ensure the COOP Plan reflects the most up-to-date policies, procedures, and essential functions, TCEM in coordination with county and department managers conduct maintenance activities described in **Table 1**.

Table 1: Continuity of Operations Maintenance

Maintenance Activity	Frequency
General review and update	Annually or as needed following trainings, exercise, or real-world incidents.
Testing of communications equipment and notification procedures	Quarterly or as new notification systems are implemented.
Updating contact information	Every six months
Stakeholder review upon receiving advanced warning of an extended disruption	When stakeholders have received advanced warning or there is a potential for an extended disruption.

Authorities and References

Multiple local, state, and federal authorities govern the COOP Plan and accompanying department COOP plans. A list of authorities and references can be found in **Authorities and References**.

CONCEPT OF OPERATIONS

This section provides an overview of the systems and procedures the county uses to minimize the impact of disruptions and maintain essential functions and services during a disruption. **Figure 1** illustrates the concept of operations phases.

Figure 1: Concept of Operations

Implementation Phases

To support the sustainment and restoration of essential functions and services in the event of any natural or human-caused disaster or threat, time-phased implementation may be applied. Time-phased implementation is used to prepare and respond to disruptions, to anticipate escalation of those events, and activating the COOP Plan.

The extent to which time-phased implementation is applied depends upon the disruption, the amount of warning received, whether personnel are on duty or off-duty at home or elsewhere, and, possibly, the extent of damage to essential facilities and their occupants.

Phased COOP implementation allows department managers and other staff responsible for making decisions to project what actions might need to occur following identification of a potential emergency or disruption. Operations can be scaled back for each phase if the projected event is less severe than expected. **Table 2** provides a general summary of the sequence of events that can be followed using phased implementation of the COOP plan. The timeframes indicated in the table are guidelines and phased operations may be initiated slower or faster depending on the scope and size of the disruption.

Table 2: Phased COOP Implementation Overview

Phase & Timeframe	Actions
PHASE 1 **COOP Activation** 0 to 12 hours	• Alerting and notifying department employees, Emergency Relocation Groups (ERG), TCEM, and organizations likely to be impacted. • Activating department COOP plans. • Potential activation of COOP Plan. • Beginning of transition to Emergency Relocation Site (ERS) or alternate method of essential service delivery. *If event is less severe than initially anticipated, activation may be terminated and normal operations can resume.*
PHASE 2 **COOP** 12 hours to termination	• Completion of transitioning essential service delivery to ERS or alternate method of delivery. • Restoring and delivering of department essential functions. • Communicating to impacted stakeholders regarding changes to services. • Planning to transition back to normal operations at primary facility or designated facility begins.
PHASE 3 **Reconstitution and Termination** N/A	• Notification to all department personnel (even those not involved in COOP) that the threat or emergency no longer exists. • Restoring of all department county essential and non-essential functions. • Providing instructions to resume normal operations at primary or alternate facility.
Phase 4 **Preparedness** N/A	• Developing planning documentation to support the COOP capability at the county and department-level. • Training and exercising on COOP procedures.

Phase 1 - Activation

The following procedures are suggested as guidelines to follow for COOP Plan activations. The extent to which this will be possible depends on the event, the amount of warning received, whether personnel are on duty or off-duty, and the extent of damage, impacts, and disruptions to departments, staff, and facilities. This plan is designed to provide a flexible response to multiple events occurring within a broad spectrum of prevailing conditions. The degree to which this plan is implemented depends on the type and magnitude of the events or threats.

Assessing the Disruption

Upon activation of the COOP Plan, the county and departments prioritize the sustainment and restoration of essential functions and services. Essential functions and services are those that are critical to the overall operation and mission of a department. Department managers and their ERGs shall ensure essential functions can continue or resume within 12 hours during an emergency or disruption. Department functions deemed non-essential must be deferred until additional personnel, time, or resources become available.

> **Examples of Essential Functions and Services**
> - The continued functioning of government.
> - Providing emergency services.
> - Stabilizing and restoring critical infrastructure (transportation, energy, telecommunications, health care.
> - Supporting private-sector and non-profit organizations in providing critical resources to the community.

An overview of department essential functions, services, and staff which manage them are included in each department COOP plan.

Sizing Up the Disruption

The COOP Plan and department COOP plans are activated in response to facility, personnel, and resource-based disruptions. **Figure 2** illustrates the process for identifying types of disruptions and the potential factors for each. When sizing-up the initial disruption, department managers and staff should identify:

- The cause of disruption;
- Type of disruption;
- Impacts to departments; and,
- Impacts to providing essential functions and services.

DISRUPTION OCCURS

Size-Up Incident

RESOURCE
- Damage to infrastructure
- Supply chain disruption
- Technology disruption

PERSONNEL
- Essential personnel are unavailable
- Increased demand
- Limited capacity

FACILITIES
- Locations unavailable
- Locations cannot meet demand
- Damage to facilities
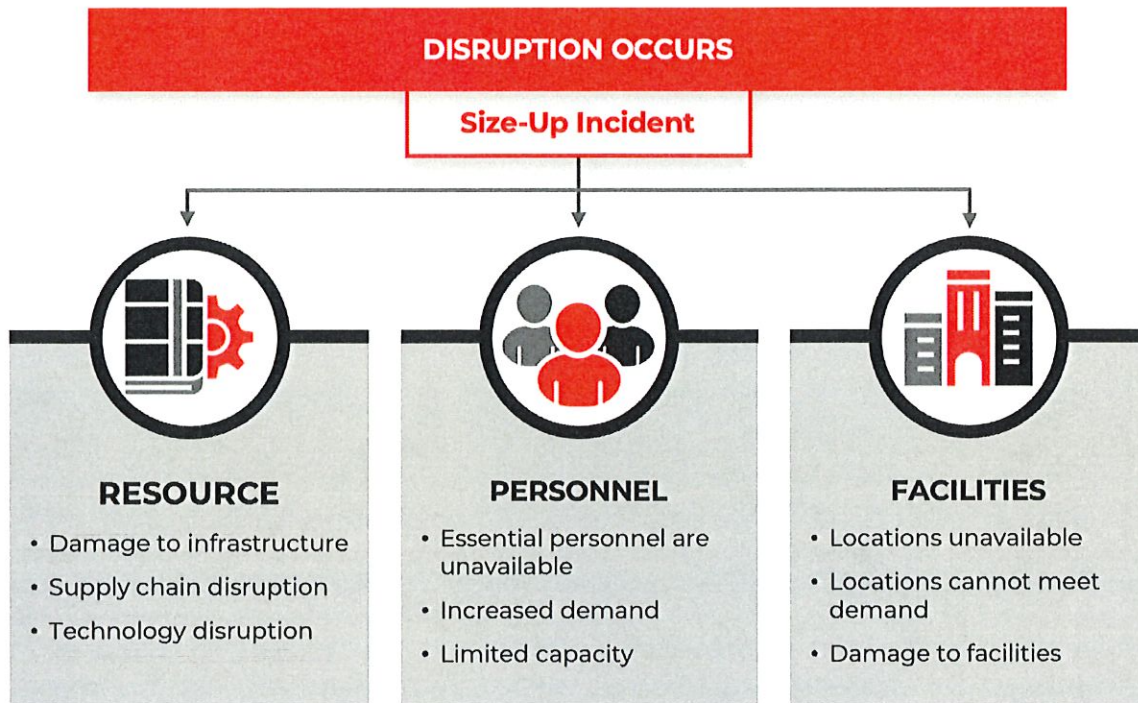
Departments may experience multiple types of disruptions at once and may need to implement multiple COOP response procedures.

Disruption Examples

- **Resource-Based Disruption:** A widespread network outage prevents a department from accessing plans, tools, and systems needed to complete their operations.

- **Personnel-Based Disruption:** A highly contagious pandemic has incapacitated many personnel who are now unable to work. Under this scenario the COOP Pandemic Annex would be activated to support COOP plans in a pandemic environment.

- **Facility-Based Disruption:** Department primary facility or any other essential facility is closed for normal business activities because of an event or credible threat of an event that prevents access or use of the facility and the surrounding area.

Determine to Activate Continuity of Operations Plan and Annexes

Departments respond to disruptions through activation of their department COOP plans. When a disruption exceeds the capabilities and resources of a

department, they coordinate with TCEM and other departments for support. During this escalation of COOP operations TCEM may activate the County COOP Plan as described in **Figure 3.**

Figure 3: Escalation of Continuity of Operations Plan
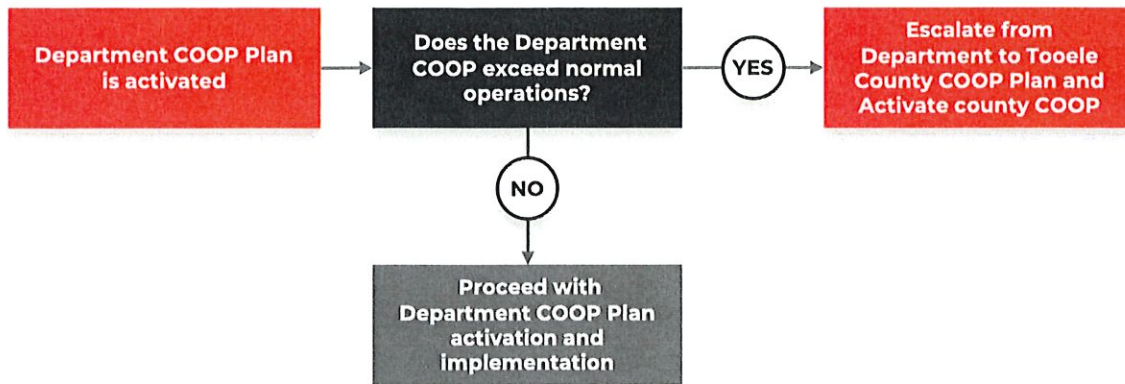
Department Continuity of Operations Plan Activation

After identifying and assessing the disruption, department managers or their designees determine to activate their Department COOP Plan.

When to Activate

Department COOP plans should be activated anytime an event threatens to prevent an essential service or function from being performed.

If the scope of the disruption can be handled using department resources, the department activates and implements their COOP plan. If the scope of the disruption is beyond the capabilities and resources of the department, the Department Manager contacts the TCEM Emergency Services Director to escalate COOP activities.

Continuity of Operations Plan Activation

Once a disruption is beyond the capabilities of one or more departments, the following measures are taken during the activation of the County COOP Plan:

- Department managers notify the TCEM Emergency Services Director of COOP plan activation.
- In the case of a facilities-based disruption:
  - o Department managers direct some or all the ERG to initiate the process of relocation to the ERS and restoring department essential functions and services.

- ERG members are notified using the notification procedures and channels determined by the department manager.
- Unaffected department staff members who do not have specific COOP assignments may be called upon to supplement ERG operations.
- Representatives from other government or private organizations may also be called upon to support COOP.
- ERGs and their members are responsible for ensuring the continuation of essential functions and services of impacted department(s) within 12 hours and for a minimum of 30 days pending regaining access to the affected facility or the occupation of the ERS.

Sending Alerts and Notifications

When planning and preparing for emergencies that may require activation of the COOP Plan, a wide range of scenarios should be considered. Impending events may provide ample warning for notification of staff and allow for a methodical activation. Other types of events may provide no warning, resulting in the rapid activation and implementation of COOP procedures. **Table 3** describes four major event conditions to consider.

Table 3: Warning Conditions

Event Conditions	COOP Considerations
With Warning	Department receives warning of event hours prior to impact. Warning will normally enable full execution of COOP plans with a complete and orderly alert, activation, and deployment of the ERG to the ERS.
Without Warning	The ability to execute COOP following an event that occurs with little or no warning will depend on the severity of the emergency and the number of personnel, facilities, or resources impacted.
	If the deployment of the ERG is not feasible because of the unavailability or loss of personnel, including the department manager, temporary leadership is passed to the next available personnel as identified in the Department COOP Plan orders of succession.

Event Conditions	COOP Considerations
Duty Hours	If an event or incident occurs during work hours, which requires relocation of the primary facility, the COOP Plan and relevant department COOP plans are activated. Available members of the ERG are deployed as directed to support operations for the duration of the disruption. Those individuals who do not have assigned roles in the COOP will either be sent home or possibly used to provide support to the ERG if additional assistance is required.
Non-Duty Hours	The ability to contact members of the ERG at all times during duty hours or non-duty hours is critical for ensuring that the COOP can be activated quickly if needed. Procedures must be in place that account for notifying and mobilizing (if necessary) the ERG on extremely short notice.

Communication and Coordination

In all situations allowing for an advanced alert, departments establish procedures to notify key staff members and appropriate officials. ERGs should be prepared for rapid deployment upon activation via special prearranged notification procedures. Notifications should include:

- Determination from Department Manager or designee to activate COOP Plan; and,
- Instructions regarding actions to be taken, including the location of an assembly site or the designated ERS.

Communications methods used to notify department staff of activation may include:

- Phone calls;
- Emails;
- Text Messages;
- AlertSense Notification Platform; and,
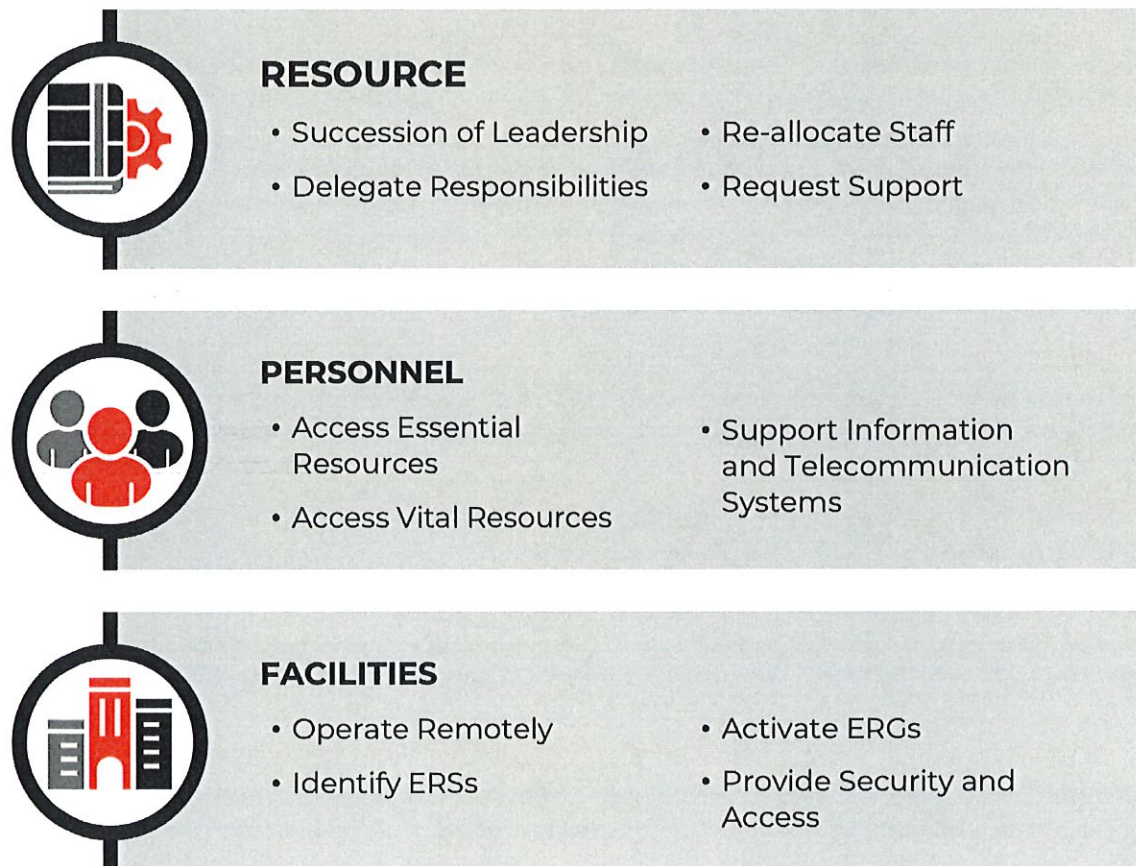- Other internal communication methods used by department staff.

Phase 2 - Continuity of Operations

During this phase, strategies to sustain and restore essential functions and services are underway. Also, during this phase, plans should begin being developed for transitioning back to normal operations in relation to the type of disruption.

Tailor Response Based on Type of Disruption

Figure 4 illustrates actions taken during resource-based disruptions, personnel - based disruptions, and facility-based disruptions.

Figure 4: Actions Based on Type of Disruption

RESOURCE
- Succession of Leadership
- Delegate Responsibilities
- Re-allocate Staff
- Request Support

PERSONNEL
- Access Essential Resources
- Access Vital Resources
- Support Information and Telecommunication Systems

FACILITIES
- Operate Remotely
- Identify ERSs
- Activate ERGs
- Provide Security and Access

Responding to a Resource-Based Disruption

Identify Alternate Means of Acquiring Resources

If departments are unable to access regular sources for resources due to a disruption in the supply chain or access, they identify alternate means of acquiring resources needed for essential functions and services. This includes:

- Utilizing alternate supply chains;
- Leveraging memorandums and agreements to procure needed resources; and,
- Reallocating resources from other functions, departments, or divisions.

Accessing Vital Records and Resources

Vital records and resources identified as critical to supporting essential functions are identified, updated regularly, and stored in secure offsite locations. Departments ensure that these vital records and resources can be accessed by personnel in the event of a disruption. **Table 4** illustrates different categories of vital records and provides examples.

Table 4: Vital Records and Resources

Document or Resource & Description	Examples
Vital Records Essential to the continued operation or reconstitution of the department during and after a continuity disruption.	- Emergency plans and directives - Orders of succession - Delegations of authority - Staff roster - Staffing assignments
Resource Documentation Policy or procedural documentation that provide staff with guidance and information or resources necessary for conducting operations during any emergency and for resuming formal operations. These resources are also important for executing the legal or financial essential functions of most departments.	- Accounts receivables / Accounts payable documentation - Contracting and acquisition files - Personnel files / Human Resource Records - Payroll documentation / Social Security documentation - Retirement records - Insurance records - Property management and inventory records

A list of each department's vital records can be found in their respective COOP plans.

Supporting Telecommunications and Information Systems

Interoperable communications or the ability for department staff to communicate with individuals internal and external to the organization is critical during a disruption.

Access to critical information systems that are used to accomplish essential functions during normal operations from the primary facility should also be accessible during a disruption either remotely or at the ERS. For these systems to be accessible, connectivity must be in place remotely or at the ERS and system servers should be backed up daily at more than one location.

Mt. Weather COOP Server

The Mt. Weather COOP Server is available for storage of Tooele County COOP critical data files. Accounts for identified COOP designated personnel have been established on the Mt. Weather Server and should be utilized by COOP personnel for storage of vital records.

Department and county telecommunications and information systems support all or some of the following operations during a disruption:

- Internal, external, and mobile communications;
- Telephone trees;
- Hotline or communications center; and,
- Radio communications.

The county Information Technology Department (IT) assists department leadership in ensuring that individual employees have the necessary equipment to work from home. IT also assists department leadership in determining equipment requirements at the ERS and to ensure each department can restore operations as quickly as possible

Emergency Relocation Site Telecommunications and Information Systems Checklist

Systems capabilities at ERSs should be sufficient for the execution of essential functions and services. The following checklist can be used when developing planning documentation for telecommunications and information systems requirements at ERSs.

- Plans should address all three types of communication (internal, external, and mobile).
- Plans should include the development of telephone trees.
- Plans should consider use of a hotline number.
- Plans should consider radio communications using available staff with radios.
- Plans should recognize different needs ranging from a one-hour emergency to an extended emergency.
- Plans should consider the use of a communication center to serve as a hub for communication needs of all local users.
- Plans should strategize for situations in which all communications systems are unavailable. At a minimum, all ERG members should have cell phones.

Responding to a Personnel-Based Disruption

Identify Authority and Direction and Control

Each department is responsible for identifying lines of succession among leadership staff to ensure continuity of essential functions and services. The orders of succession for each department are identified in their respective COOP plans.

In addition to lines of succession, each department should pre-delegate authorities for making policy determinations and decisions. All such pre-delegations specify:

- What the authority covers;
- What limits may be placed upon exercising it; and,
- Who (by title) has the authority, and under what circumstances, if any, the authority may be delegated.

Delegated authorities for department managers and designees are identified in their respective COOP annexes.

Reallocate Staff

Department managers may need to reallocate staff normally focused on executing non-essential functions to support essential functions and services. Department managers have identified potential staff or functions which may be reallocated in their respective Department COOP Plan.

> ### Supporting Emergency Response
>
> During an emergency or disaster incident, the County Manager may reallocate staff to the emergency operations center to assist in county response operations. This may result in less availability for department staff to support COOP.

In some cases, staff from other departments not experiencing disruptions may be reallocated to support department essential functions and services. If this occurs:

- The department experiencing disruption notifies the TCEM Emergency Services Director of the need for additional support staff;
- TCEM Emergency Director notifies the designated department not experiencing a disruption and initiates coordination between department managers; and,
- Department managers regularly keep the TCEM Emergency Services Director updated on the situation and status of staff support.

Utilizing Contract Support

Some departments experiencing a disruption may utilize agreements with contract staff and agencies to support essential functions if staff are unavailable.

Responding to a Facility-Based Disruption

Conduct Essential Functions Remotely

Many departments may be able to shift some or all of their essential functions and services to be sustained remotely. To support operating remotely, departments send designated staff home and ensure they have the tools and resources to continue executing essential functions and services. This includes:

- Laptops or computers with internet access;
    - Computers may need secure means of accessing county systems such as a virtual private network.
- Access to vital records needed to complete essential functions and services; and,
- Access to necessary systems needed to complete essential functions and services.

Department COOP plans identify if essential functions and services can be executed remotely and list the resources and equipment needed by staff during relocation or remote work.

Relocate to an Emergency Relocation Site

ERS are identified alternate facilities where the ERG relocates to reestablish and maintain department essential functions and services.

Departments should ensure readiness of the ERS and the continued functional operations of the facility during the duration of COOP. Departments should identify an ERS Site Manager who supports the smooth transition to the ERS.

To ensure the adequacy of assigned space and other resources, all locations identified as ERS and those being considered should be reviewed by the TCEM Emergency Services Director and department managers on an annual basis. Department managers and their ERGs are advised of the findings of this review and made aware of any updates made to ERS details.

Emergency Relocation Site Review

ERS should meet the following criteria to adequately support the execution of essential functions and services.

- Enough space to maintain and support department essential functions and services.
- Facility, along with acquired resources, are capable of sustaining operations for performing essential functions for a minimum of 30 days.
- Facility has reliable logistical support, services, and infrastructure systems (e.g., electrical power, heating/ventilation/air conditioning (HVAC), water, and plumbing).
- Adequate physical security and access controls are in place.
- Facility is not in the same immediate geographical area as the department's primary facility, thereby reducing the likelihood that the ERS could be impacted by the same incident that impacts the primary facility.

A list of designated ERS, their descriptions, and amenities can be found in **Emergency Relocation Sites**.

Provide Security and Access Control

Department managers work with facility maintenance directors to ensure that all four types of security are addressed and in place at the ERS. The four types of security include operational, information systems and cyber, physical, and access controls. Department managers ensure the following security and access control considerations are incorporated into COOP planning and operations:

- Incorporating alternate technologies, including video technology for security; and,
- Augmenting security based on the emergency or threat, including considerations for using local law enforcement, private vendors, or other resources.

Pre-Positioned Resources

Departments are recommended to pre-position essential items, such as office supplies, equipment, data, vital records, and other critical resources at the ERS or other off-site locations to facilitate relocation during COOP events. Pre-positioned resources should be carefully inventoried and regularly maintained by the ERS Site Manager or their designee to ensure that there is a clear understanding of what resources are identified as pre-positioned at the ERS and what additional resources need to be acquired during COOP events.

Use Drive-Away Kits

Department managers are responsible for providing guidance to staff on the necessity of Drive-Away Kits and the contents of these kits. Drive-Away Kits may contain items such as software, databases, forms, publications, and other necessary resources that can be stored in a manageable manner. Each department is recommended to develop checklists for their Drive-Away Kits to help ensure the inclusion of all necessary contents.

Drive-Away Kit Contents

Items departments should consider adding to their Drive-Away Kits include:

- State/local regulations
- Statutes and administrative codes
- Emergency plans/procedures
- List of positions to be filled and procedures needed to continue essential functions and services
- Laptop(s) with necessary forms/plans/procedures/software installed
- Office supplies to support operations for the initial period of relocation

Essential items and data should be pre-positioned at the ERS or other off-site location instead of being carried within Drive-Away Kits. As ERG personnel and department staff may be at home when an order to relocate is given, access to the Drive-Away Kits may be difficult or impossible.

Devolution of Essential Functions

Devolution is the capability to transfer statutory authority and responsibility for essential functions and services from a department to another organization's employees and facilities. Devolution planning and considerations address catastrophic or other disasters that render a department's leadership and staff unavailable or incapable of performing essential functions and services from either its primary or alternate facilities.

Devolution Scenarios

- A department's primary operating facility and staff is unavailable or incapable of executing the department's mission because of a disaster, attack, or catastrophe (whether originating in the building or not). For example, a severe snow and ice storm, pandemic influenza, or widespread power outages.
- Tooele County is incapable of conducting normal business activities because of an incapacitation of critical information and communications systems, extreme natural disaster, Weapons of Mass Destruction event, hazardous material incident, or biological event rendering alternate operating facilities unavailable.

If devolution is necessary, prioritized essential functions and services are transferred to a pre-identified devolution organization. During devolution, direction and control of essential functions and services is transferred to the devolution organization site and identified personnel.

Considerations for devolution planning include:

- Ensuring personnel at the devolution agency are trained to perform essential functions and services to the same level of proficiency as department personnel;
- Ensuring vital records, documents, and databases are up to date and available by the devolution agency;
- Transferring communications and information management systems to be accessible by the devolution agency; and,
- Identifying senior personnel who are delegated authority within the devolution organization.

Each department COOP plan identifies the devolution agency for their department.

If a county department requires devolution, they may utilize the **Devolution Memorandum** to initiate the process and communicate with the identified devolution agency.

Budgeting and Finance

The County Auditor's Office is the central procurement agency for county government. Department managers coordinate with the Auditor's Office to procure resources to support COOP.

All departments use established county policies for the purchasing of supplies and resources during emergencies. Emergency spending may occur once the County Manager and County Council have deemed it is necessary either through a declared emergency or through approval of the County Council to make such purchases.

Phase 3 - Reconstitution and Termination

During this phase, all personnel, including those that are not involved in COOP, are informed that the threat or emergency no longer exists, and instructions are provided for resumption of operations. Department operations may be restored to be the same as before the disruption or they may be adjusted to meet a new normal post-disruption.

Identify the Emergency has Subsided

During this phase, all personnel, including those that are not involved in the COOP activation, will be informed that the threat or actual emergency no longer exists, and instructions will be provided for resumption of normal operations. This determination will be made by the Tooele County Emergency Services Director and disseminated to departments in the county.

Restoration of All Services and Functions

Following successful restoration of essential services, department managers initiate reconstitution and termination planning efforts that will be implemented when the disruption event or emergency has ended and is unlikely to reoccur.

Once the determination to implement reconstitution and termination operations has been made, department managers direct an orderly transition of all essential functions, personnel, equipment, and records to the primary or new department facility. Reconstitution and Termination operations include:

- The ERG transitions execution of essential functions and services to the primary department facility,
- If the primary facility is not re-inhabitable, plans will include recommendations of new primary facility options and strategies to support all department functions;
- If the primary facility is not immediately re-inhabitable, plans include any construction needs and costs for primary facility re-occupancy, including remediation of safety issues. This plan also includes a schedule for estimated completion;
- Developing notification plans for ERGs and department staff to resume other important and non-critical functions and services that were paused during the activation of COOP plans;

- Validating department supply chains needed to support all functions and services are operating effectively and delivering supplies on-time; and,
- Department managers coordinate with the TCEM Emergency Services Director to implement Reconstitution and Termination Plans focusing on a return to normal operations.

Phase 4 - Preparedness

The county and departments support preparedness of staff to implement COOP through planning, training, and exercises.

Planning

Each county department conducts its own risk management process to facilitate the development of COOP procedures during an emergency or disruption to services. This includes:

- Identifying which functions are essential, important, and non-critical;
- Identifying backup facilities, equipment, and alternate means to support essential functions and services; and,
- Determining critical points of contact for organizations.

TCEM conducts additional risk management processes, including the county-wide Threat and Hazard Identification Risk Assessment (THIRA) which determines risk and vulnerabilities in the county to specific natural, technological, and man-made hazards.

Training and Exercises

Regular training and exercises are essential for county staff to maintain an understanding of COOP procedures and operations. TCEM and department managers are responsible for:

- Providing an overview of COOP during employee onboarding;
- Conducting COOP training for department and county staff. This includes training on the procedures within the County COOP Plan and the department COOP plans. These trainings can be extended to response partners to increase their understanding of COOP processes and better facilitate coordination;
- Executing COOP exercises and drills focused on specific procedures in this plan and the department COOP plans; and,
  - At a minimum, TCEM conducts a COOP exercise on an annual basis.
- Capturing relevant training and exercise findings to be incorporated into updates to this plan, department COOP plans, the CEMP, and other county planning documentation.

Personnel Organization and Readiness

Procedures should be in place to address any personnel issues that may arise among department staff who are responsible for implementing COOP as well as those who do not have specific COOP roles, but may be called upon during COOP activation.

Recommended Resources and Capabilities

The county should develop and implement the following personnel resources and capabilities to ensure emergency and nonemergency staff are prepared when disasters strike, either with or without warning.

- Communications plans for all employees and emergency and non-emergency staff.
- Policies and capabilities which support the health, safety, and emotional well-being of all employees and their families.
- Procedures which address pay status and administrative leave issues.
- Policies and procedures for department managers to address medical, special needs, and travel issues.
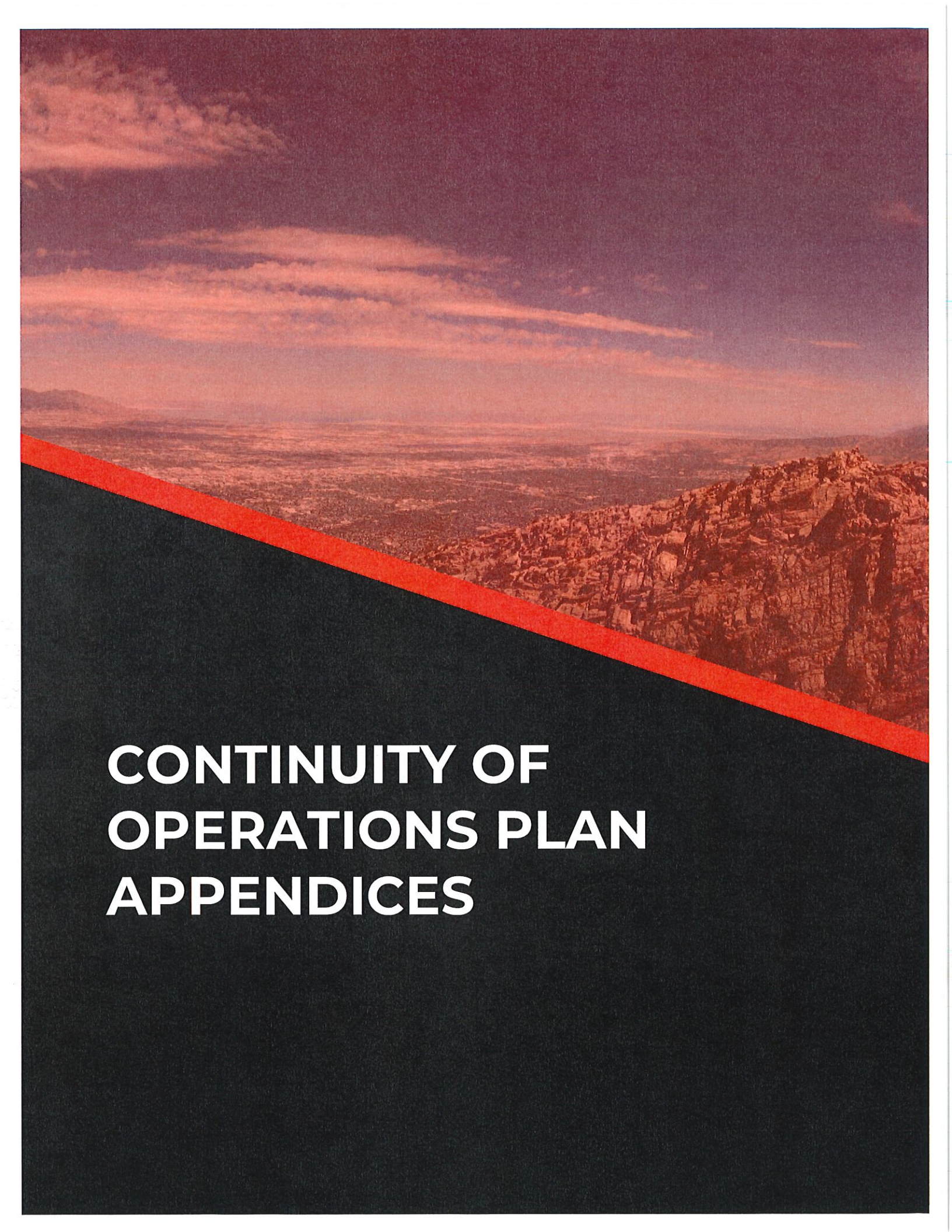
ROLES AND RESPONSIBILITIES

Table 5 outlines key roles and responsibilities of core entities in the county to execute COOP.

Table 5: Roles and Responsibilities

Entity	Description and Responsibilities
County Level	
County Council	• Approve purchases that exceed the normal powers of the County Manager.
County Manager	• Approve any purchases from departments based on county procurement policy.
TCEM Emergency Services Director	• Maintain and update County COOP Plan. • Coordinate with department managers to support COOP activation and implementation. • Support coordination between departments if county personnel are reallocated to support department essential functions and services.
Department Level	
Department Managers	• Determine to activate department COOP procedures. • Notify TCEM of department COOP activation. • Identify members of the department ERG. • Adjust the size of the ERG depending on the scope and severity of a disruption. • Determine the appropriate ERS and whether to relocate the ERG to the ERS. • The decision to relocate is based on the incident, threat, risk assessments, and execution timeframe. • Coordinate completion of Department COOP Annexes. • Notify TCEM if Department COOP Plan operations are not able to support disruption of essential functions and services.
Emergency Response Group	The ERG is a group of department personnel designated to support sustainment of department essential functions and services during a disruption. • Reestablishing disrupted essential functions and services within 12 hours. • Depending on the emergency or disruption, an ERG advanced group may be assigned to relocate to an alternate facility and begin reestablishing essential functions within 12 hours. Following this initial group, the remainder of the ERG will relocate.

Entity	Description and Responsibilities
	• Maintaining essential functions and services for a minimum of 30 days. • Communicating with supporting agencies, departments, and organizations of operational status and expected resource needs. • Completing additional responsibilities as identified by department managers. Department ERGs and corresponding responsibilities should be established prior to COOP activations so members are trained on their roles and responsibilities. Depending upon the nature and severity of the event requiring department COOP activation, the roster and size of the ERG may be adjusted by the Department Manager, as necessary.
ERS Site Manager	• Maintain ERS in a state of readiness. • Activate contracts or agreements to utilize ERS during continuity event. • Identify and prepare additional resources or equipment needed in ERS to support essential functions. • Planning transition back to normal operations once the emergency or disruption has passed.

CONTINUITY OF OPERATIONS PLAN APPENDICES

DEFINITIONS

The following terms or phrases are found in this document:

- **Continuity of Operations (COOP):** Internal organization efforts to ensure that a viable capability exists to continue essential functions across a wide range of potential disruptions.
- **Continuity of Operations (COOP) Plan:** Plan that provides for the continuity of county essential functions and services of an organization during a disruption.
- **Emergency Relocation Group (ERG):** Pre-designated staff who move to an Emergency Relocation Site (ERS) to continue essential functions in the event the building is threatened or incapacitated.
- **Emergency Relocation Site (ERS):** The alternate facility to which the ERG moves to continue essential functions in the event county buildings are threatened or incapacitated.
- **ERS Site Manager:** The role of the ERS Site Manager is to maintain ERS in a state of readiness, activate contracts or agreements to utilize ERS during a continuity event, identify and prepare additional resources or equipment needed in ERS to support essential functions, and plan the transition back to normal operations once the emergency or disruption has passed.
- **Delegation of Authority** means that the Department Manager has vested in one or more individuals the full authority to act, perform and make decisions for the Department Manager subject to the terms and limitations of the delegation. Under a delegation or re-delegation, the individuals perform under his or her own name and position title.
- **Lines of Succession:** Lines of succession should be reviewed and updated routinely to ensure continuity of essential functions. Each department is responsible for identifying lines of succession. The orders of succession for each department are identified in their respective COOP annexes.
- **Drive-Away Kit:** Drive-Away Kits may contain items such as laptops, databases, forms, publications, and other necessary resources that can be stored in a manageable manner. Each department is recommended to develop checklists for their Drive-Away Kits to help ensure the inclusion of all necessary contents.

AUTHORITIES AND REFERENCES

- Comprehensive Preparedness Guidance
- Continuity Guidance Circular 1, 2013
- Continuity Guidance Circular 2, 2013
- Federal Continuity Directive 1, 2013
- Federal Continuity Directive 2, 2013
- Tooele County Comprehensive Emergency Management Plan, 2021
- Tooele County Emergency Management Multi-Year Strategy and Program Management Plant, TBP.
- Tooele County Emergency Management COOP Test, Training, & Exercise Plan, July 1, 2001.

EMERGENCY RELOCATION SITES

ERSs are identified alternate facilities where the ERG relocates to reestablish and maintain department essential functions.

The determination of the appropriate ERS, and whether to relocate the ERG to the ERS is made at the time of activation by the Department Manager. The decision to relocate is based on the incident, threat, risk assessments, and execution timeframe. Arrangements should be made with the management of all pre-identified ERS to appoint an ERS Site Manager who is responsible for developing site support procedures that establish the requirements for receiving and supporting the ERG.

To ensure the adequacy of assigned space and other resources, all locations identified as ERS and those being considered should be reviewed by the TCEM Emergency Services Director and department managers on an annual basis.

Emergency Relocation Sites	Description
Deseret Peak Complex 2930 West Highway 112 Tooele, Utah 84074	Contains a convention center which can be split through a partitioning process into several offices to support COOP.
Tooele Senior Center 59 East Vine Street Tooele, Utah 84074	A large multi-room facility with kitchen, restroom, and office facilities. The facility includes a large-capacity room with a stage and audio visual system. The facility has emergency power available and immediate access to all sides of the facility.
Grantsville Senior Center 120 South Center Street Grantsville, Utah 84029	Multi-room facility with kitchen, restroom, and office facilities. This facility has emergency power and access to three sides of the facility.
Tooele County Health 151 North Main Street Tooele, Utah 84074	Large multi-room facility with kitchen, restroom, and office facilities. The facility is equipped with clinical exam rooms and multiple conference rooms capable of handling a large volume of people. The facility has emergency power and telecommunications capabilities. The facility is currently dedicated as a Joint Information Center and Recovery Operations Center.

DEVOLUTION MEMORANDUM

Devolution is the capability to transfer statutory authority and responsibility for essential functions from a department's primary operating staff and facilities to another organization's employees and facilities. The devolution planning and considerations memorandum addresses catastrophic or other disasters that render a department's leadership and staff unavailable or incapable of performing essential functions from either its primary or alternate facilities.

If devolution is necessary, prioritized essential functions are transferred to a pre-identified devolution organization. Direction and control of essential functions is transferred to the devolution organization site and identified personnel.

A sample devolution Memorandum can be found on the following page.

Memorandum

TO: [placeholder]

FROM: [Department Manager First/Last Name and Title]

DATE: [mm/dd/yyyy]

SUBJECT: Devolution of [Department Name]

As of [date/time], an emergency occurred that required the activation of the [department name] Continuity of Operations Plan (COOP). As of [date/time], the emergency has affected staffing to levels such that we can no longer carry out our prioritized essential functions and services and maintain our mandated operations. In order to provide continuity of government operations within [department name], as of [time] today I am hereby transferring essential function and service responsibilities as identified in the [department name] COOP Annex to the [department designated devolution agency]. In addition, I am extending all delegations of authority of key actions and responsibilities to the [department designated devolution agency]. This delegation is effective as of [date/time].

Thank you in advance for your assistance as we continue to provide critical services during this challenging time and work to restore full [department name] operations. Access to all critical [department name] COOP information, including essential functions and services, delegation responsibilities, and key staff contact information can be found on the [online COOP file location placeholder] and physically at the [placeholder].

_____

[Department Manager First/Last Name and Title]

ACRONYMS

Acronym	Meaning
CEMP	Comprehensive Emergency Management Plan
COOP	Continuity of Operations
EEI	Essential Elements of Information
ERG	Emergency Response Group
ERS	Emergency Relocation Site
FEMA	Federal Emergency Management Agency
TCEM	Tooele County Emergency Management
THIRA	Threat and Hazard Identification and Risk Assessment

COOP PANDEMIC ANNEX

PANDEMIC ANNEX INTRODUCTION

The COOP Pandemic Annex is intended to guide Tooele County government and departments on maintaining essential functions and services during a pandemic. County government and departments may need to modify actions described in the County Continuity of Operations (COOP) Plan and department COOP plans due to the severity of a pandemic outbreak.

Best Practice

The guidance in this annex is a culmination of best practices from the Center for Disease Control (CDC), World Health Organization (WHO), and lessons learned from the Coronavirus Disease 2019 (COVID-19) pandemic.

Purpose

This annex supports the operations identified in the County COOP Plan and department COOP plans to maintain essential functions during a pandemic with supplemental considerations for disruptions to facilities, personnel, and resources.

Intended Use

This annex is organized in the following way:

- *Situation and Assumptions* provides a general overview of the pandemic hazard and assumptions to be considered in the implementation of this annex.
- *Identifying the Disruption Type* describes the three types of disruptions to county and department operations during a continuity event.
- *Pandemic Considerations* provide considerations for each of the three disruption types during a pandemic.
- *COVID-19 Lessons Learned* describe lessons learned and best practices identified during the COVID-19 pandemic.

Pandemic Consideration

There may be actions described in this annex that are not necessary given the severity of the pandemic. **During a pandemic, continue to refer to guidance from the State of Utah and the Federal Government regarding restrictions and public health orders to maintain the delivery of essential functions and services.**

Annex Maintenance

The COOP Pandemic Annex is updated by Tooele County Emergency Management (TCEM) in concert with the Tooele County COOP Plan on an annual basis or based on findings from trainings, exercises, and real-world incidents.

SITUATION AND ASSUMPTIONS

Pandemic Overview

An *epidemic* is a localized outbreak of a disease that spreads rapidly and affects a large number of people in the community.

A *pandemic* is an epidemic that occurs worldwide, or over an exceptionally large area, and affects a large number of people.

Table 6 provides general situational assumptions during a pandemic.

Table 6: Pandemic Situation and Assumptions

Hazard Assumptions
There may be simultaneous outbreaks across the United States, limiting the availability of mutual aid resources able to support neighboring jurisdictions.
Utah may have no advanced warning prior to the arrival of a pandemic within the state's borders.
Communities can be impacted for prolonged durations of months and in extreme circumstances, a year or longer.
The first wave of a pandemic may be followed by a subsequent wave arriving months after the initial wave.

Public Health Assumptions
Susceptibility to a pandemic virus will be universal among the population.
The virus will be highly transmittable through person-to-person contact.
Illness rates may be higher among vulnerable populations, specifically older populations with existing co-morbidities such as Chronic Obstructive Pulmonary Disorder (COPD), cardiac conditions, acute hypertension, renal failure, smokers, and populations with compromised immune systems.
In the case of COVID-19, asymptomatic or minimally symptomatic individuals can transmit infection and develop immunity to subsequent infection. This may prove to make previous epidemic and pandemic concepts, including containment and quarantine, only marginally effective measures to cease transmission.
Incubation periods (the interval between infection and onset of symptoms) can range widely among individuals.
Without the availability of effective antiviral drugs or vaccines for treatment, rates of serious illness, hospitalization, and deaths depend on the virulence of the virus and differ in order of magnitude between more and less severe scenarios.

Absenteeism Assumptions

Rates of absenteeism depend on the severity and cascading impact of the pandemic. In a severe pandemic, absenteeism may be attributed to several factors; including illness, the need to care for ill family members, self-imposed isolation, and/or the fear of infection.

Absenteeism rates may reach 40 percent during peak weeks of a community outbreak, with lower rates of absenteeism prior to and following peak periods of infection.
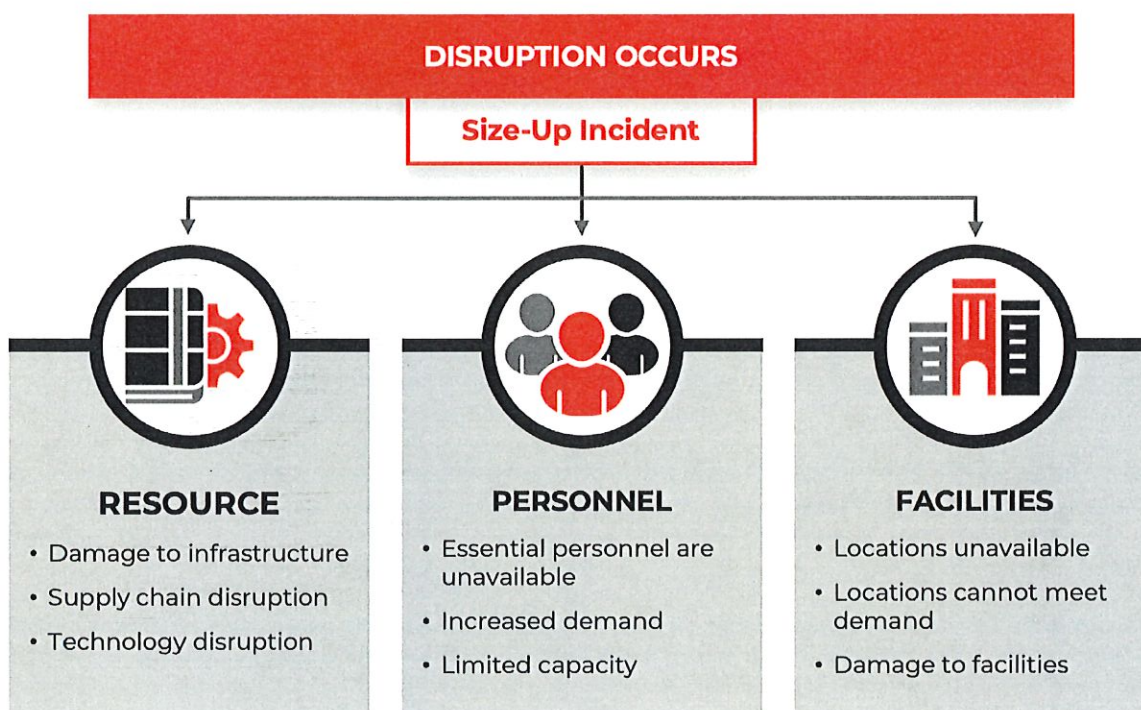
Like the assumption listed in the section above, certain public health mandates are likely to increase rates of absenteeism.

Public health mandate(s) may impose limitations such as occupancy requirements, require sick time be allocated to employees, Personal Protective Equipment (PPE) requirements, and enhanced sanitation protocols.

IDENTIFYING THE DISRUPTION TYPE

Figure 5 provides an overview of the disruptions that may affect normal government or department operations. Tooele County government and departments respond to disruptions utilizing their COOP plans which explain response operations in more detail. When a disruption exceeds the capabilities and resources of a department, they coordinate with TCEM and other departments for support.

Figure 5: Identifying the Distribution Type

DISRUPTION OCCURS

Size-Up Incident

RESOURCE
- Damage to infrastructure
- Supply chain disruption
- Technology disruption

PERSONNEL
- Essential personnel are unavailable
- Increased demand
- Limited capacity

FACILITIES
- Locations unavailable
- Locations cannot meet demand
- Damage to facilities

PANDEMIC CONSIDERATIONS

Table 7, **Table 8**, and **Table 9** provide an overview of each disruption type, typical or normal COOP actions used to address the disruption, and considerations for those actions during a pandemic.

Personnel-Based Disruptions

Table 7: Personnel-Based Disruptions

Response to Personnel-Based Disruptions	COOP Actions	Pandemic Considerations
Identify Authority and Direction of Control	Check orders of succession in specific Department Annexes. Create pre-delegated authorities for making policy determinations and decisions.	• Authority figures may not be able to safely arrive in-person or may be unavailable. • Lines of succession may shift depending on availability and teleworking capabilities.
Reallocate Staff to Support Essential Functions	Staff working on non-essential functions may be reassigned to perform essential functions.	• Determine if staff reassignment is needed at physical locations or if responsibilities can be completed remotely. • Some in-person tasks may require more staff due to distancing protocols.
Utilize Contract Support	Utilize agreements with contract staff and agencies to support essential functions.	• Ensure that contracts and agreements are still valid for in-person response. • Supporting personnel may be required to work remotely. • National or global supply chains may break down due to personnel shortages.
Establish Internal and External Communications	Share critical information with staff and maintain situational awareness via official channels.	• Monitor and notify staff of updates to public health orders and guidance from the Utah Department of Health (UDOH), CDC, and WHO.

Response to Personnel-Based Disruptions	COOP Actions	Pandemic Considerations
Return to Normal Operations	Phase out emergency protocols and return to normal operations.	• Maintain awareness of the physical health impact on personnel as well as their mental and emotional health. • Drastic changes to work schedules or overworking can have negative long-term impacts. • Continue monitoring infection rates, public health orders, and information from UDOH, CDC, and WHO.

Facility-Based Disruptions

Table 8: Facility-Based Disruptions

Response to Facilities-Based Disruptions	COOP Actions	Pandemic Considerations
Conduct Essential Functions Remotely	Provide staff access to tools and resources needed to perform essential services remotely.	• Have multiple tools, trainings, and resources at the ready for long-term remote work.
Relocation of Essential Functions and Services to an Emergency Relocation Site (ERS)	Relocate to ERS to continue performing essential services if deemed necessary.	• Determine if the ERS can support social distancing of staff. • Ensure that proper PPE is available and sanitation protocols are in place at department or ERS. • Explore methods to reduce contact between staff and the public.

Response to Facilities-Based Disruptions	COOP Actions	Pandemic Considerations
Provide Security and Access Control	Provide all four types of security at the ERS that include: • Operational security • Information systems and cyber security • Physical security • Access control	• Cyber security is an important measure for staff working remotely. • If the ERS is operational, consider utilizing physical security to perform health screenings. For example, temperature checks, health questionnaires, and face-covering enforcement.
Pre-Position Resources	Pre-position essential items, such as office supplies, equipment, data, vital records, and other critical resources at the ERS or other off-site location to facilitate relocation during COOP events.	• Re-allocate pre-positioned resources to staff working remotely or in alternate locations, including remote work solutions.
Utilize Drive-Away Kits	Utilize Drive-Away Kits containing software, databases, forms, publications, and other necessary resources when alternate facilities or remote work are being used.	• Utilize Drive-Away Kits for staff performing remote work. Drive-Away Kits may contain items such as software, databases, forms, publications, and other necessary resources that can be stored in a manageable manner. • Include sanitation materials and PPE in Drive-Away-Kits.

Resource-Based Disruptions

Table 9: Resource-Based Disruptions

Response to Resource-Based Disruptions	COOP Actions	Pandemic Considerations
Leverage Alternate Means of Acquiring Resources	Utilize alternate supply chains, leverage memorandums and agreements, and reallocating resources from other departments.	• Ensure staff have access to PPE. • National or global supply chains may break down, causing a shortage of PPE. • There may be a rush on PPE resources nation-wide. • Consider preparing and purchasing PPE in advance.
Access to Vital Records and Resources	Identify critical vital records and resources that support essential functions and ensure access at secure offsite locations.	• Store documentation both digitally and in hard copy. • When creating records, include pandemic information or lessons learned.
Establish Systems of Communication	Create ability for internal and external staff and support to communicate and coordinate during a disruption.	• Ensure funding is available to purchase additional licenses, software, computers, and telephones for staff to support communications.
Establish Information Systems	Ensure that access to critical information systems used to accomplish essential functions during normal operations are accessible during a disruption either remotely or at the ERS.	• Ensure staff have access to remote networks and information technology support from Tooele County.

COVID-19 LESSONS LEARNED

Table 10 identifies lessons learned and best practices from the COVID-19 pandemic as identified by the UDOH.[1]

> **COVID-19 Consideration**
>
> The COOP Pandemic Annex was developed as the COVID-19 pandemic was ongoing. This document includes lessons learned and best practices that can be updated as new best practices are identified and the pandemic subsides due to global mass vaccinations.

Table 10: COVID-19 Lessons Learned

Lesson Learned/Best Practices for Employees
If an employee tests positive for COVID-19, the employee should isolate right away. This means the employee needs to stay at home and away from other people as much as possible. The employee should not come to work.
Employees who tested positive should isolate until: • The employee has been fever-free for 24 hours. • The employee's respiratory symptoms have improved for 24 hours. • It has been at least 10 days since the employee first got sick. • If the employee did not have symptoms, they should isolate for 10 days from the day the test was completed.
Employees who have been in close contact with someone who tests positive for COVID-19 are at an increased risk of getting infected and infecting others.
Employees that were in close contact with a person who has COVID-19 up to two days before they had symptoms is considered exposed and should quarantine.
Employees who live with someone who tests positive are at a much higher risk of getting infected.
Employees should check for symptoms of COVID-19 every day. This includes checking temperatures, if possible. If a thermometer is unavailable, check skin to see if it feels warm or looks red.
Employees should wear a cloth face covering or mask when leaving home for essential errands like getting groceries or to get medical care. Only leave home for essential functions and adhere to state or local health mandate(s).

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[1] **COVID-19 Business Manual**

Lesson Learned/Best Practices for Employees
Employees should limit the number of visitors to their home. This is especially important if employees or someone they live with is at higher risk for severe illness from COVID-19.
Employees should wash their hands with soap and water often. If soap and water are not available, use an alcohol-based hand sanitizer that is at least 60% alcohol.
Employees should clean surfaces that are touched often (phones, doorknobs, light switches, toilet handles, sink handles, countertops, and anything metal).
Employees should open the windows as much as possible to improve the ventilation and increase air exchanges in rooms.