

CONTINUITY OF OPERATIONS PLAN (COOP)

COOP



CITY AND COUNTY OF BROOMFIELD
COMPREHENSIVE COOP
As adopted November 2014

City and County of Broomfield

Continuity of Operations Plan

DRAFT Revised October 14, 2014

Outcome

This document applies to all elements of City and County of Broomfield government and applies to situations that interrupt Mission Essential Functions.

The City and County of Broomfield recognizes and acknowledges that the protection of its assets and business operations is a major civic responsibility to its employees, citizens, and economic enterprises. Therefore, it is a policy of the City and County of Broomfield that a viable Continuity of Operations Plan (COOP) be established, maintained, and exercised to facilitate the continued quality and availability of standard services. The COOP conforms to acceptable insurance, regulatory, and ethical practices and is consistent with the provisions and direction of other City and County of Broomfield policies, plans, and procedures. It is also a policy of the City and County of Broomfield to protect life, information, and property, in that order. To this end, procedures have been developed to support the resumption of life sustaining, time-sensitive, and other critical functions in the event of their disruption.

Definitions

Continuity of Operations Plan (COOP):

The City and County of Broomfield Continuity of Operations Plan (COOP) establishes policy and guidance to promote the coordinated execution of the prioritized Mission Essential Functions in the event that an emergency threatens or incapacitates normal operations. This plan complementing the City and County of Broomfield Emergency Operations Plan (EOP), enables return to normal operating conditions as soon as practical based on circumstances and:

- Provides planning expectations and guidelines
 - Defines plan maintenance requirements
 - Establishes procedures
 - Describes roles and responsibilities
1. In accordance with emergency management principles, a viable COOP:
 - a. Must be maintained at a high-level of readiness.
 - b. Must be capable of implementation, both with and without warning.
 - c. Must be operational no later than 12 hours after activation.
 - d. Must maintain sustained operations for up to 30 days.
 - e. Should take maximum advantage of existing local, State or Federal government infrastructures.
 2. COOP Components - the COOP will consist of the following components:
 - a. County Level COOP

This plan establishes policy and guidance to promote the coordinated execution of the prioritized Mission Essential Functions (MEF) in the event that an emergency threatens or incapacitates normal operations for multiple departments. This plan, complementing the City and County of Broomfield Emergency Operation Plan (EOP), enables return to normal operating conditions as soon as practical based on circumstances.

b. Department Level COOP

This plan supported by the County COOP, establishes procedures and guidelines for each department to coordinate and restore all department specific MEFs that may be impacted.

c. Standard Operating Procedure Tier I-MEF

For every Tier I MEF (must be restored within 24 hours) the department will have standard operating procedures on how the MEF will be restored. This SOP will include expectations of Public Works and Information Technology (IT).

3. **Mission Essential Functions (MEFs)** are activities or services which cannot be interrupted without significantly jeopardizing the operation of the organization or services to the community. The Mission Essential Functions are prioritized within a three-tiered timeline by a multi-discipline, multi-agency task force to create an efficient decision making tool for implementing the COOP.

a. **Tier I:** Mission Essential Functions that must be performed, given a one-day disruption.

Note: After one day of emergency operations, either normal operations must be reinstated or emergency operations must ensure the functions listed in Tier II below are performed.

b. **Tier II:** Mission Essential Functions that must be performed, given a disruption of greater than one day, but less than one week. Note: After one week of emergency operations, either normal operations must be reinstated or emergency operations must ensure the functions listed in Tier III below are performed.

c. **Tier III:** Mission Essential Functions that must be performed, given a disruption of greater than one week, but less than one month. Note: After 30 days of emergency operations, all functions should be resumed at normal operations level.

Responsible Agencies

Primary Agency: City and County of Broomfield Managers Office and Impacted Departments.

Concurrent Agencies: Public Works Department and Information Technology Department are Co-leads of the COOP Support Team. All other Departments support COOP operations as requested.

Plan Development and Maintenance

1. This plan directs that it is the responsibility of every City and County of Broomfield Department and sub-unit to develop coordinated, supporting plans and procedures for low-technology business operations or alternative business solutions in support of the COOP.
2. Continued government operations subsequent to COOP activation will necessarily be dependent upon a support infrastructure. This infrastructure - water, sewer, gas, power, transportation, and information-technology (IT) - is frequently assumed to be available during emergencies. However, in some COOP activation scenarios, the failure of elements of this support infrastructure may in fact be the cause of COOP implementation. Department heads must plan for these contingencies as they develop their supporting plans.
3. The following scenarios would likely require the activation of the City and County of Broomfield COOP and should be considered in all levels of COOP development:

- a. Primary facility is destroyed, inaccessible, or otherwise uninhabitable.
 - b. Primary facility is accessible but not functioning due to loss or malfunctioning of essential infrastructure or due to the occurrence of an IT disaster (e.g., damage to a computer room, facility server, or loss of a major telecommunications cable/trunk line).
 - c. A shortage of key staff due to a weather emergency or public health emergency.
4. Each Department will identify, classify and prioritize their Mission Essential Functions (MEF).
5. Each Department will develop a MEF Standard Operating Procedure (MEFSOP) for all Tier I MEFs. This MEFSOP should include but is not limited to:
 - a. Identify MEF Output. Identifies what the MEF is intended to accomplish—what are the deliverables provided by the MEF?
 - b. Identify by title the individual tasked with implementing the MEFSOP and coordinating department-level actions. An Alternate should be identified by title in the event the Lead is unavailable.
 - c. Identify and prioritize tasks that need to be carried out in order to re-establish this MEF.
 - d. List of support requirements including: Staffing, IT/Communication needs, other internal resource requirements and external resources.
 - e. Alternate Work Location.
 - f. Assistance needed from Public Works Department.
 - g. Minimal staffing to meet their MEF.
 - h. Low-technology alternate business operations procedures.
6. Departments with more than one Tier I MEF will develop a department level coordinated plan subordinate to this COOP that address the following:
 - a. Pre-delegated authorities for making policy determinations and decisions. All such pre-delegated authority will specify what the authority covers, what limits may be placed upon exercising it, which individuals by title, will have the authority and under what circumstances, if any, the authority may be delegated.
 - b. Contact or call back procedures for their essential personnel. Essential staff is defined as those employees necessary to implement the responsibilities as defined in the EOP and those necessary to implement Tier I MEF.
 - c. List of their prioritized MEF.
7. Each Department should monitor, review, train and familiarize their staff on their department level COOP and MEF SOPs annually.
8. The Emergency Management Unit will coordinate the COOP Taskforce, which is comprised of representatives of key departments and COOP Support Team staff, to achieve the following tasks:
 - a. Oversee the County Level COOP development to include but not be limited to the base plan and prioritized MEF.
 - b. Assist departments with their respective subordinate plans.
 - c. Maintain, review and update the COOP, and selected supporting documents.
 - d. Develop training and provide exercises to validate the COOP and conduct an after action review and monitor progress of a corrective action plan.
 - e. Send an annual reminder to all departments to review and update department level COOP and MEFSOPs.
9. The COOP Taskforce uses the following rules to prioritize the MEF.
 - a. Exercise civil authority and maintain the safety, health, and wellbeing of citizens. This guideline's purpose is to make basic lifesaving and life sustaining activities a top priority.
 - i. Law Enforcement, Fire Suppression, Emergency Medical Services

- ii. Worker Safety and Health
- iii. Life sustaining Utilities and Services
- b. Maintain economic stability of the jurisdiction. This guideline's purpose is to make activities that affect the economic situation of Broomfield the next priority; MEFs that are necessary to prevent undue hardship on residents, private enterprise, and the City and County of Broomfield Government.
- c. Meet all Federal/State laws, requirements and mandates.

Policies

1. Should the City and County of Broomfield be impacted by a disaster or significant emergency and based on the type of disaster and the impacted area, the COOP and EOP could be implemented simultaneously.
2. COOP, response and recovery activities may appear as individual practices, instituted independently and sequentially. In reality, they overlap and are dependent on one another. Response and recovery activities cannot be implemented effectively if the functions of government are not available due to impact by the disaster. Some response and recovery activities will begin prior to restoration of all MEF identified in the COOP. Coordination between implementation of the COOP and EOP is essential.
3. If both plans are being implemented simultaneously - they will be managed by the Broomfield Incident Management Team (BIMT) as described in the EOP.
4. The following scenarios would likely require the activation of the City and County of Broomfield COOP:
 - a. Primary facility is destroyed, inaccessible, or otherwise uninhabitable.
 - b. Primary facility is accessible but not functioning due to loss or malfunctioning of essential infrastructure or due to the occurrence of an IT disaster (e.g., damage to a computer room, facility server, or loss of a major telecommunications cable/trunk line).
 - c. A shortage of key staff due to a weather emergency or public health emergency.
5. The scope of this plan does not apply to temporary disruptions of service during short-term building evacuations or other situations where services are anticipated to be restored in the primary facility within a short period.
6. The City and County Manager or Department Head can determine situations that require implementation of the COOP.
7. The City and County Manager acts as the principal executive officer of the City and County of Broomfield agencies and presides over the Policy Group. (The Line of succession for duties of the City and County manager is defined in Municipal Code 2-48-050.)
8. The director or head of each City and County of Broomfield agency or department (or his/her designee) involved in the execution of this plan is subject to direction and control by the City and County Manager or his/her authorized representative, and shall be responsible for the emergency operations and continuity of operations of his/her agency or department.
9. Every Department head is responsible for activating subordinate plans and carrying out all tasks to restore their departments Tier I MEF.
10. Tier I MEF should be restored prior to establishing Tier II and III. However, the Policy Group and or City and County Manager may implement a different plan of action based on situational needs.

11. Any task not deemed Mission Essential must be deferred until additional personnel and resources become available.
12. The Policy Group will consist of the Mayor and City Council, the City and County Attorney, department heads as the City and County Manager may deem necessary, as well as any directors from North Metro Fire District's Board of Directors, as defined in the EOP.
13. COOP Support Team Members - The following are City and County of Broomfield staff identified as members of the COOP Support Team and their responsibilities:
 - a. Co-Leaders-
 - i. Director of Public Works or designee and
 - ii. Director of Information Technologies or designee
 - b. IT Operations Mgr. - Responsibility: Network/data,
 - c. PW Superintendent of Facilities - Responsibility: Facility Operations
 - d. Telecomm Administrator - Responsibility: Phones, voicemail, Qwest infrastructure
 - e. Finance Purchasing Manager- Responsibility: Establishing contracts/agreements for services
 - f. Risk Manager - Responsibility: Help develop continuity, financial and recovery strategies and manage issues related to insurance, property damage assessment, and claims.

Procedures

1. The City and County Manager, or designee, may assemble the Policy Group to begin coordination of COOP implementation. *(If both the EOP and COOP are being implemented simultaneously - they will be managed by the Broomfield Incident Management Team (BIMT) as described in the EOP)*
2. The Policy Group, as defined in the EOP, shall be responsible for the continuation of the MEFs of the City and County of Broomfield within 12 hours of the emergency, and for a period up to 30 days. The Policy Group may also simultaneously be engaged in policy and legislative support to the Emergency Operations Center (see EOP).
3. If only one department is involved, the City and County Manager may delegate these authorities to a Department Head.
4. Upon COOP activation, the City and County Manager coordinates efforts of all departments to provide MEF.
5. The Policy Group, along with the COOP Support Team, will develop an Action Plan for the resumption of MEF in the order they are prioritized.
6. City and County Manager notifies, as necessary, the Emergency Management Unit to provide assistance and to coordinate efforts if the Emergency Operations Center is active.
7. Each department is tasked with management of their own MEF and coordinating with the Policy Group and COOP Support Team.
8. Requests for reassignment of personnel to meet the needs of MEF will be made to the Policy Group by Department Heads or designee. Final decision will be made by City and County Manager or designee. These decisions will be based on the prioritized MEF list.
9. City and County Manager may redirect or reassign resources to other departments as necessary to re-establish any priority MEFs.
10. The City and County Manager determines the hours of operation and may adjust accordingly.
11. The City and County Manager or any Department Head may contact COOP Support Team leaders or their respective designees to request assistance in restoring MEFs.

12. The City and County Manager may request members of the COOP Support Team to disseminate COOP guidance and direction during the activation and relocation phases.
13. The COOP Support Team is responsible for all tasks not directly related to reestablishing the MEFs. These tasks may include but are not limited to; those essential support functions required to ensuring that the Mission Essential Functions of the City and County of Broomfield can be carried out. These essential support functions include:
 - a. Conducting damage/situation assessment to establish status.
 - b. Setting up and maintaining facilities.
 - c. Providing office furniture and other equipment as needed
 - d. Operating facility HVAC and electrical systems, including backup generators where applicable.
 - e. Securing appropriate buildings.
 - f. Relocating to alternative facilities.
 - g. Facilitating resources for alternate facility until full operations are re-established at the primary/impacted facility.
 - h. Establishing and maintaining Data and Computer needs pertaining to the Mission Essential Functions.
 - i. Establishing and maintaining Telecommunication needs pertaining to the Mission Essential Functions.
 - j. Develop risk profile (analysis of risks/threats, identify liabilities, assess adequacy of insurance coverage vs. cost of risks, assess data security).
14. Unless directed otherwise by the Policy Group: requests for assistance made to the COOP Support Team will be completed in the order determined by the Support Team Leaders based on the prioritized list of MEF. (Appendix A).

Agency Responsibilities

1. City and County of Broomfield Managers Office.
 - Oversee development of county level COOP
 - Direct development of prioritized MEF List.
 - Assure that Subordinate Plans for all Tier I MEF are developed by appropriate department.
 - Activation and implementation of the county level COOP.
 - Assemble and Manage Policy Group.
2. All Department Heads
 - Identify, classify and prioritize department specific MEF.
 - Develop Standard Operational Procedure for each Tier I MEF.
 - Develop Department Level COOP to reestablish all Tier I MEF for their department.
(This only applies if the department has more than one Tier I MEF).
 - Assist in the development of the prioritized City and County MEF list.
 - Monitor, review, train and familiarize their staff on their department level COOP and MEF SOPs annually.
 - Implement Tier I MEF SOP and Department Level COOP.

- Contact CMO to inform them of situation and possible COOP implementation.
 - Contact Lead of COOP Support Team to request assistance.
 - Assist with Implementation of County Level COOP.
 - Assist other departments as requested to reestablish MEF not associated with their department.
3. Public Works
- Meet all department head responsibilities listed above.
 - Act as co-lead with IT of COOP Support Team.
 - Conduct damage/situation assessment.
 - Set up and maintain facilities.
 - Operate facility HVAC and electrical systems, including backup generators where applicable.
 - Secure City and County buildings.
 - Assist with relocation to alternative facilities.
 - Facilitate resources for alternate facility until full operations are re-established at the primary/impacted facility.
 - Provide office furniture and other equipment as needed.
4. Information Technology
- Meet All Department Head responsibilities listed above.
 - Act as co-lead with PW of COOP Support Team
 - Establishing and maintaining data and computer needs pertaining to the MEF.
 - Establishing and maintaining telecommunication needs pertaining to the MEF.
 - Facilitating resources for alternate facility until full operations are re-established at the primary/impacted facility.
5. Police Department:
- Meet All Department Head responsibilities listed above.
 - Security and traffic management
 - Liaison to coordinate other resources.
6. Emergency Management
- Coordinate development, training and vetting of COOP.
 - Assist as requested with development of department level COOP.
 - Assist in the development of prioritized MEF list.
 - Act as Liaison between EOP and COOP implementation.
7. Finance/Risk Management:
- Meet all Department Head responsibilities listed above.
 - Establishing contracts/agreements for services.
 - Protect assets and manage risks.
 - Assess operating risk (potential loss of essential systems) before and during emergency events.
 - Identify risk exposures and their potential financial and operational impacts.
 - Help develop continuity, financial and recovery strategies.
 - Manage issues related to insurance, property damage assessment, and liability damage claims.
 - Institute procedures to track costs incurred during response and recovery.
 - Advise management and task force concerning opportunities for reducing insurance rates through implementation of preventative measures.

8. City and County Attorney

- Assists COOP implementation by reviewing policies, contracts, and agreements.
 - Protect the City and County against lawsuits from citizens, contractors, employees, etc.
 - Help ensure compliance with regulatory requirements and contractual agreements.
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