

Support Annex 3: Continuity of Operations and Government

County of Riverside Operational Area (OA)



2024 Update

County of Riverside

Emergency Management Department

Portions of this document may contain sensitive information pertaining to the deployment, mobilization, and tactical operations of Riverside County in response to emergencies and disasters. Most of this plan is available for public review. Refer any request for a copy of this document to County of Riverside Emergency Management Department (EMD) at (951) 358-7100.



Riverside County EOP Support Annex # 3: Continuity of Operations/Continuity of Government

Contents



1. Introduction

1.1 Coordinating and Supporting Departments

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Lead Agency	County of Riverside Emergency Management Department (EMD); Riverside County Executive Office
Supporting Agencies	Sheriff's Department; CAL FIRE/Riv. Co. Fire Department (RCFD); Riverside University Health System – Behavioral Health (RUHS-BH); Riverside University Health System-Public Health (RUHS-PH); Department of Public Social Services (DPSS); Flood Control and Water Conservation District; Riverside County Information Technology (RCIT); Department of Animal Services (DAS); Department of Environmental Health (DEH); Transportation and Land Management Agency (TLMA)

1.2 Support Annex Responsibilities

Department	Responsibilities
County of Riverside Emergency Management Department	 Establish templates for Continuity of Operations/Continuity of Government (COOP/COG) plan annexes
	 Guide supporting agencies in identifying their essential functions and recording contacts, services, and tangible items necessary to achieve these functions
	 Assist with finalization of each annex
	 Track and monitors the status of each COOP annex
	 Assist in implementing COOP/COG elements involving support agencies
Riverside County Executive Office	 Establish and clarify policy
	 Implement COOP/COG for the County of Riverside affected departments and agencies
	 Ensure the OA EOC Director assigns a COOP/COG Manager to lead the COOP/COG implementation
	 Continually receive situational awareness and a common operating picture of the incident
	 Set priorities among incidents; resolve critical resource issues
	 Facilitate logistics support and resource tracking
	 Ensure interagency coordination



	 Write and edit agency COOP annex by identifying essential functions and recording contacts, services, and tangible items necessary to achieve these functions
	 Review COOP annex yearly with updates as needed
	 Provide support and coordination to the COOP/COG function in the Operational Area Emergency Operations Center (OA EOC)
Supporting Agencies	 Continually provide situation information and resource status regarding agency/department to the COOP/COG Manager and OA EOC
	 Identify resource shortages and issues for your agency/department
	 Gather and provide information from supporting agencies to the OA EOC Deputy Director
	 Assist in implementing COOP/COG elements involving support agencies
	 Facilitate supporting agencies decisions

1.3 Purpose

This Continuity of Operations/Continuity of Government (COOP/COG) Support Annex (SA) describes the coordinating framework used to ensure the survivability of county-level government and essential governmental functions, including essential emergency management program functions, and the preservation of essential personnel, records, systems, facilities and equipment during an emergency or disruption.

This SA provides guidance for elected officials and county staff in the event an emergency that interferes with County functions. The Continuity of Operations/Continuity of Government (COOP/COG) SA incorporates procedures for disasters and emergencies that may affect a single County department or the entire County government organization.

1.4 Scope

This SA provides guidance on COOP/COG preparedness, activation and restoration responsibilities for policy level and executive officers of the county and is directly supported by department COOP annexes.

Department-level COOP annexes are all-hazards plans that address a department's ability to continue its essential functions in support of government operations and services during a disruption. COOP plans include procedures for the restoration of essential functions, including those that are critical to emergency response and recovery



operations. They also include the identification of essential records, systems, and equipment, orders of succession, and delegations of authority.

2. Concept of Operations (ConOps)

2.1 General Concepts

All government agencies must plan to preserve day-to-day operations during and in the aftermath of a destructive natural or human caused disaster, in which its facilities, systems, or personnel are partially or totally compromised. It is therefore important that the Riverside County Operational Area (OA) have a COOP/COG plan to implement in the event of a disaster affecting the resources, facilities, and personnel of the County, that enable it to continue operations and services of the government, even in the most trying times.

Continuity of operations is often confused with emergency operations:

- COOP is the activities of individual departments and agencies to ensure continuance of government business and operations, performance of essential functions, and resume normal operations as soon as possible
- Emergency operations are the response actions taken during the emergency period to protect life and property, care for the people affected, and temporarily restore infrastructure and vital services to the community prior to long term recovery activities

2.1.1 Continuity of Operations (COOP)

COOP is the ability to continue providing essential day-to-day business operations and services during a time when normal facilities and infrastructure have been compromised and are, therefore, not available.

Business operations and services encompass such things as providing day-to-day law enforcement and fire services, ensuring solid waste and sewage operations, maintaining roads, collecting taxes, and paying governmental bills, etc., but not the actions of responding to the emergency or disaster causing the implementation of the COOP plan. All these things must be accomplished whether from the regular place of business or a temporary designated facility, or by alternate work arrangements.

2.1.2 Continuity of Government (COG)

COG is the principle of establishing defined procedures that allow a government to continue its essential operations in case of a catastrophic event.

COG ensures continuance of the full range of governance, which in turn reassures a populace, which may be affected by the event and concerned about the stability of the government's ability to exist and function. COG is addressed by a variety of state and federal laws, plans, and emergency and administrative procedures. COG is critical to providing rapid and effective response in a truly catastrophic disaster and is identified as



an element of the California Emergency Plan by the Emergency Services Act. COG normally focuses on governance items such as enacting laws, ordinances, or codes, convening of boards or legislatures, etc., the totality of which provides authority for the continuity of operations.

This concept of operations outlines the following elements of both COOP and COG including:

- Identification and prioritization of essential functions
- Lines of succession for essential positions required in an emergency
- Delegation of authority to key officials
- Emergency operations centers, alternate work sites facilities and alternate emergency operations centers identified and prepared
- Interoperable communications
- Protection of governmental resources, facilities, and personnel
- Safeguarding of vital records and databases
- Testing, training, and exercises

The most critical objective of COOP/COG is the continuation of essential governmental operations and services during any prolonged period of disruption of normal operations due to loss of facilities or infrastructure.

This Concept of Operations outlines the following elements of the COOP/COG function:

- Primary Roles and Responsibilities
- Elements of COOP/COG
- COOP/COG Implementation
- Information Flow
- Roles and Responsibilities
- Notification and Activation Procedures
- Deactivation Procedures

2.2 Primary Roles and Responsibilities

In time of natural or human-caused disasters, the County Chief Executive Officer (CEO), who serves as the Director of Emergency Services, assumes additional powers as specified by Riverside County Ordinance 533, as amended. The County of Riverside Emergency Management Department, who coordinates emergency management in the County and activates the Riverside County OA Emergency Operations Center (EOC), assists the CEO. The CEO serves as the EOC Director. The County Executive Office will oversee continuity of government activities.



2.3 COOP and COG Elements

An incident can occur at any time, with or without warning, and may disrupt the ability of county government to provide critical services to the citizens of Riverside County. An emergency may result in the incapacitation of government leadership thereby requiring the need for succession. Acts of terrorism, natural, and human-caused disasters may threaten the functional capability of county government through the potential destruction of or harm to government personnel, facilities, or essential records, systems, and equipment. In order to ensure continuity of government and the uninterrupted provision of essential governmental functions, contingency plans must be developed that will provide for the continued protection and safety of the population and bring about the prompt and orderly restoration and recovery of public and private property and services.

Each county department with responsibilities in this COOP/COG SA has developed an executable all hazards Continuity of Operations Plan. Each department has also been assigned responsibilities to maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks of the COOP/COG function. Alternate facilities for continuity of government plan activation have been identified.

2.3.1 Essential Functions

Essential functions are described as the critical government functions and services that must be performed without interruption or with minimal interruption within the first 12 hours and up to 30 days. The functions of every department or agency, in one way or another are essential to the population of Riverside County. As a result, steps must be in place for both the survivability and the continuance of functioning in the immediate aftermath of natural disasters or catastrophes affecting physical infrastructure.

2.3.2 Alternate Facilities

Alternate facilities for continuity of operations and government focus on facilities that enable the immediate resumption of essential government functions. Alternate facility locations to support agency Essential Functions are addressed in each department's continuity of operations plan. Although agencies are responsible for identifying continuity of operations alternate facilities, the Riverside County CEO may designate different alternate facilities at the time of the event due to the specific nature of the event or its impact.

2.3.3 Essential Records, Systems, and Equipment

All departments are required to address the protection of essential records, systems, and equipment in their department continuity of operations plans. Departments, working



through the IT department, are responsible for the restoration of electronic records. Departments are also responsible for coordinating the restoration of essential equipment necessary for the performance of their Essential Functions. Each department is responsible for the emergency recovery operations when public records are affected.

2.3.4 Lines of Succession

The line of succession for key personnel of the government of the county is specified in the County Emergency Operations Plan. Succession of governmental authority is an essential element to the continuity of government.

In the absence of the Chair of the Board of Supervisors, or upon inability to act, the following officials in the order named shall automatically succeed the Chair of the Board:

- Vice-chairman of the board of supervisors
- The remaining county supervisors followed consecutively in the sequence of the numbers of their respective supervisorial districts
- Standby officers are excluded from the line of succession for the chairman of the board of supervisors
- For other elected officials, in order of descending authority among existing subordinates, and thereafter as provided by the board of supervisors

Standby Officers

- Each member of the board of supervisors, pursuant to Section 8638 of the Government Code, has the authority to appoint one to three standby officers to act as a successor for that member of the board
- Standby officers shall be appointed yearly
- If more than one standby officer is appointed by a board member, the standby officers shall be designated as successor 1, 2, and 3
- Standby officers shall succeed their board member based on their designation
- In accordance with Section 8640 of the Government Code, each standby officer shall take an oath of office required for the position they have been selected for as a successor

Each Department has identified succession of leadership within the department, which is identified in the COOP plans and the Riverside County OA Emergency Operations Plan.

2.3.5 Delegation of Authority

To ensure rapid response to any emergency requiring COOP plan implementation, departments have delegated authorities for making policy determinations and decisions at headquarters, field levels, and other organizational locations, as appropriate. These delegations of authority identify the programs and administrative authorities needed for effective operations at all organizational levels having emergency responsibilities. The



delegations of authority are included in each Departmental COOP plan. Generally, predetermined delegations of authority would take effect when normal channels of direction are disrupted and would terminate when these channels have resumed.

Ensure that officials who may be expected to assume authorities in an emergency are trained to carry out their emergency duties.

2.3.6 Interoperable Communications

The success of agency operations at an alternate facility is dependent upon the availability and redundancy of critical communications systems to support connectivity to internal organizations, other agencies, critical customers, and the public. When identifying communications requirements, agencies should take maximum advantage of the entire spectrum of communications media likely to be available in any emergency. These services may include but are not limited to: secure and/or non-secure voice, fax, and data connectivity; Internet access; and email.

2.3.7 Vital Records and Databases

The protection and ready availability of electronic and hardcopy documents, references, records, and information systems needed to support essential functions under the full spectrum of emergencies is another critical element of a successful COOP plan. Agency personnel must have access to and be able to use these records and systems in conducting their essential functions.

2.3.7.1 Emergency Operating Records

Categories of vital records may include accounts or registers, regardless of media, essential to the continued functioning or reconstitution of an organization during and after an emergency. Included are emergency plans and directives; orders of succession; delegations of authority; staffing assignments; and related records of a policy or procedural nature that provide agency staff with guidance and information resources necessary for conducting operations during an emergency, and for resuming formal operations at its conclusion.

2.3.7.2 Legal and Financial Records

Vital records, regardless of media, critical to carrying out an organization's essential legal and financial functions and activities and protecting the legal and financial rights of individuals directly affected by its activities. Included are records having such value that their loss would significantly impair the conduct of essential agency functions, to the detriment of the legal or financial rights or entitlements of the organization or the affected individuals. Examples of this category of vital records are accounts receivable; contracting and acquisition files; official personnel files; Social Security, payroll, retirement, and insurance records; and property management and inventory records.

Plans should account for identification and protection of the vital records, systems, and data management software and equipment, to include classified or sensitive data as



applicable, necessary to perform essential functions and activities, and to reconstitute normal agency operations after the emergency. To the extent possible, agencies should be pre-positioned and update on a regular basis duplicate records or back-up electronic files.

2.3.8 Testing, Training and Exercises

Testing, training, and exercising the COOP capabilities are essential to demonstrating and improving the ability of agencies to execute their COOP plans. Training familiarizes contingency staff members with the essential functions they may have to perform in an emergency. Tests and exercises serve to validate, or identify for subsequent correction, specific aspects of COOP plans, policies, procedures, systems, and facilities used in response to an emergency. Periodic testing also ensures that equipment and procedures are maintained in a constant state of readiness. All agencies should plan and conduct tests and training to demonstrate viability and interoperability of COOP plans.

2.4 COOP/COG Implementation

COOP/COG is not implemented simply because of the unavailability of a facility. The distinction must be made between a situation requiring evacuation only and one dictating the need to implement COOP plans. A COOP plan includes the deliberate and preplanned movement of selected key principals and supporting staff to a relocation facility. As an example, a sudden emergency, such as a fire or hazardous materials incident, may require the evacuation of an agency building with little or no advanced notice, but for only a short duration. Alternatively, an emergency so severe that an agency facility is rendered unusable and likely will be for a period long enough to significantly impact normal operations, may require COOP plan implementation. Agencies should develop an executive decision process that would allow for a review of the emergency and determination of the best course of action for response and recovery. This will preclude premature or inappropriate activation of an agency COOP plan.

Preparedness

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



from an alternate site are prepared and promulgated to staff. Finally, departmental plans should be exercised, even at the most basic level, to ensure efficacy and comprehensiveness.

Response and Extended Response

Once the incident or disaster has occurred, the CEO will designate a COOP Manager to implement the COOP/COG SA and affected department COOP plans. Departments verify the location and well-being of all employees and prepare to transfer to alternate locations as directed.

The COOP Manager begins the process of coordinating the relocation (providing transport, equipment, and perhaps even temporary shelter and food, if necessary) of affected staff to new/alternate locations. In addition, any requests for additional assistance or mutual aid will be collected by the COOP Manager and, if possible, filled from internal County assets.

Should those not be available, mutual aid requests will be forwarded by the COOP Manager to the Southern Regional Emergency Operations Center (REOC), which is in Los Alamitos. However, in recognition that the incident is most likely not restricted solely to Riverside County and that widespread confusion and chaos may be present, the County should not expect rapid relief or fulfillment of mutual aid requests, especially for certain low-density critical items, e.g., heavy Urban Search and Rescue (USAR) teams, equipment or search dogs.

Departments secure any damaged property and equipment, account for personnel, ascertain whether equipment is needed for essential functions is adequate, and begin coordinated movement to alternate locations. If possible, the County Website is used to notify the public of new locations, hours and procedures, and the Public Information Officer (PIO) will coordinate with local media to disseminate information to the public. Once a new location has been established, even for a temporary, finite period, departments return to normal operations as much as possible and continue service to that portion of the population unaffected by the incident.

Recovery

In order to ensure the continuance of essential functions, the COOP Manager will phase the return to normal operations at regular facilities. Infrastructure that has been damaged or destroyed will be repaired or replaced as quickly as possible in consideration of all other factors affecting the County. Long term displacement due to destruction of facilities and the need to rebuild is managed as a separate activity, either by the COOP Manager or County staff, whichever is most appropriate based on facility and staff availability.



2.5 Information Flow

COOP/COG operations include communication across several coordination levels during an emergency or disaster. The following information provides an overview of the coordination levels that maintain communication during COOP/COG operations, showing the relationship between the coordination levels.

County Departments

- Conduct necessary activities to maintain operations according to direction from the COOP Manager
- Submit situation status reports to the OA EOC

OA EOC

- Gather information from county departments and/or COOP Manager on a continual basis
- Coordinate with regional, state, or federal entities as necessary
- Coordinate information about support operations, needed resources, and field situation status with the Operations Section Chief

Supporting Departments

- Support COOP/COG operations as requested
- Maintain communication with appropriate department representatives

OA EOC Director

- Maintain communication with EOC Section Chiefs
- Coordinate with the OA EOC Director, Policy Group, Regional Emergency Operations Center (REOC), State Operations Center (SOC), and other outside assisting organizations

County Executive Office

- Implement the COOP/COG SA when needed
- Receive situation status updates from the EOC Director / EOC Deputy Director
- Issue directives or priorities

2.6 Roles and Responsibilities

The following table identifies the overall responsibilities of each County of Riverside support agency that may be involved with the COOP/COG function. Departments needed to support COOP/COG operations will vary and will be determined according to the needs of the event.



Entity	Responsibility		
County/OA Entities			
County Executive Office	 Implement the COOP/COG SA as needed to ensure the continuance of essential functions and the return to normal operations for County departments from an emergency that is occurring or has occurred Ensure all COOP/COG functions are conducted by affected departments Continually receive information on the situation status and resource status as a basis for decision making Analyze problems and formulate options for solving them Develop and disseminate accessible warnings and emergency public information Prepare and disseminate periodic reports Coordinate damage assessments activities and assess the health, public safety, local facilities, and the local economy Request external assistance from other jurisdictions, volunteer organizations, businesses, or from the State 		
County Departments	 Train and test all continuity plans, procedures and protocols developed for department use Update and maintain current all essential functions and prioritize functions in order to respond as quickly as possible in the immediate aftermath of a disaster or incident Prepare and promulgate lines of succession for management/supervision and document all delegated authorities and limits in such areas as purchasing, hiring of personnel, etc. Determine minimum space requirements for all essential functions and staff including any unique requirements such as availability of secured storage, minimum numbers of phone lines, etc. for alternate work sites Ensure procedures for protecting all government resources, facilities and personnel in the aftermath of a disaster or emergency incident are 		



Entity	Responsibility		
County/OA Entities			
	 in place and staff is knowledgeable on both the procedures and any individual requirements Prepare procedures for protection and disposition of vital records 		
OA EOC Director	 Activate the OA EOC at a level necessary to carry out the tasks that must be performed Manage OA EOC resources and direct EOC operations Continually monitor status of internal and external requests for each incident Ensure information processing is conducted Receive summaries on status of damage Coordinate requests with state/federal agencies for resources not available from jurisdictions that the County has inter-local agreements Continually report information to the OA EOC Director Prepare briefings for senior officials Ensure liaisons(s) report to the OA EOC Ensure outgoing messages and reports for release are approved by the OA EOC Director Conduct periodic update briefings for the OA EOC staff and elected officials When directed, or when appropriate terminates 		
	 When directed, or when appropriate, terminates operations and closes OA EOC 		
Public Information Staff	 Develop and disseminate appropriate emergency public information through news releases, briefings, and, where appropriate emergency information systems Manage media inquiries Integrate coordination and management of emergency public information with JIC if established 		

2.7 Activation and Notification

2.7.1 Activation



Once an incident occurs requiring activation of the COOP/COG function for affected departments, the OA EOC Director, or Deputy Director, will determine the need to activate the OA EOC. The OA EOC Director or Deputy Director in concert with agency Incident Commanders and Chiefs will determine the need for activation of department operation centers or a MAC-G to coordinate information at the field level. The COOP/COG SA will be implemented until the incident concludes or centralized COOP/COG is no longer necessary. The following is a list, though not exhaustive, of examples under which the COOP/COG SA would be implemented:

- A natural disaster such as widespread flooding or a catastrophic earthquake affecting County facilities
- A biological attack, e.g. anthrax dispersion, in or near County facilities
- A large hazardous materials spill (e.g. train derailment that forces community evacuations) causing the evacuation of County facilities
- A disease outbreak (e.g. pandemic influenza) affecting a great number of employees
- Incidents that evolve over long time periods (days to weeks) that involve multiple communities and have similar implications (e.g. flooding with water supply contamination issues across a large region)

2.7.2 Notification

Once appointed, the COOP/COG Manager will initiate notifications to the affected department's representatives that the COOP/COG SA is being implemented.

If it is determined by each department representative that a Department Operations Center (DOC) needs to be activated in support of the field operations, they will then communicate ongoing information and needs to the appropriate Group Supervisor for implementation. If it is determined that the OA EOC needs to be activated the Deputy Director will initiate activation procedures.

2.7.3 Response Actions

Step 1: Conduct Initial Assessment

- Determine magnitude of event
- If event is large in scale:
 - Assess the situational impact and need for resources
 - Estimate the amount of resources available vs. the amount needed to manage event
 - Determine the need to implement the COOP/COG SA for affected departments

Step 2: Activate EOC; Provide Staff

 If appropriate, request the EOC be activated through the EOC Director for incident objective and resource allocation and prioritization



- If EOC is activated, determine if COOP/COG will function within the EOC level or if a MAC center is needed
- Notify and request assistance from supporting departments

Step 3: Analyze Information and Determine Objectives

- Gather information from:
 - Response personnel in the field
 - DOCs and the OA EOC, if activated
 - Media (via broadcast, web information, blogs, print)
 - State and Federal agencies, as appropriate
- Determine incident management priorities
 - Assess situation based on current information.
 - Determine critical resource needs
 - Develop overall incident objectives

Step 4: Develop and Coordinate Incident Priorities

- Establish incident priorities and critical resource distribution
- Facilitate logistical support and resource tracking
- Inform resource allocation decisions using incident management priorities
- Coordinate incident-related information
- Coordinate and resolve interagency and intergovernmental issues regarding incident management policies, priorities, and strategies

Step 5: Continue to Monitor, Track, and Inform

- Maintain communication between field operations, the DOC, and the OA EOC, if activated
 - Provide frequent situation status reports from the COOP/COG affected departments, to the DOC, and the OA EOC
- Notify and consult with subject matter experts from Federal, State, regional, and local authorities as needed
- Continue to prioritize, acquire, and allocate critical resources
- Provide strategic coordination, as required
- Recommend deactivation of the COOP/COG SA and the EOC when no longer needed

2.7.4 Deactivation/Demobilization

2024 Update



COOP/COG SA activities will be deactivated when the need for COOP elements, such as alternate facilities and prioritization of essential functions has diminished or ceased. Deactivation of COOP/COG SA activities may occur incrementally according to the need or lack of need for specific functions and may be deactivated or scaled back at the discretion of the OA EOC Director, Deputy Director, or County Executive Office, as appropriate.

3. Planning Assumptions

The following planning assumptions apply to the Continuity of Operations and Government Support Annex:

- Emergencies may adversely affect the County's ability to continue internal operations and to provide services to community members
- Personnel and other resources from the County and other organizations outside
 of the area will be made available, upon request, to continue essential services
- In an emergency, outside assistance may be interrupted or unavailable. The County should be prepared to operate without outside assistance for at least 72 hours
- Emergencies and emerging threats differ in severity and length of impact. These factors will guide the decision-making process to activate the Base Plan and supporting agency/department annexes
- The following individuals have the authority to activate the Base Plan and supporting annexes, as the situation warrants:
 - Agency/Department Head or designee
 - County of Riverside Executive Officer or designee
 - County of Riverside Board of Supervisors
 - California State Governor
- The County will be able to provide operational capability within 12 hours of the event and continue essential operations up to 30 days, until termination of the event.
- Officials are aware of their responsibilities and respond as directed in the State of California and County of Riverside EOPs
- Personnel within the County of Riverside understand their role as Disaster Service Workers (DSW)
- Personnel listed within department specific annexes understand their role in a continuity event