

Lewis County
Board of County Commissioners
(BOCC)

**Continuity of Government
(COG) Plan**



August, 2020

Division of Emergency Management
Historic Courthouse
351 NW North Street
Chehalis, WA 98532

Approvals and Concurrences

By their signatures below, the following officials certify that they approve this Continuity of Government (COG) plan and fully understand the continuity of business operations procedures that are to be followed in the event of an emergency that impacts the facilities and employees for which they are responsible.

Approved: _____ Date: _____
Commissioner Gary Stamper, Chair

Approved: _____ Date: _____
Commissioner Edna Fund

Approved: _____ Date: _____
Commissioner Bobby Jackson

Approved: _____ Date: _____
Erik Martin, County Manager

Approved: _____ Date: _____
Jonathan Meyer, Prosecuting Attorney

Approved: _____ Date: _____
Rieva Lester, Clerk of the Board

Plan Security

While a Continuity of Government Plan (COP) is not considered a classified document, it does contain sensitive information and its handling and distribution should be controlled and limited, both electronically and in hard copy.

RECORD OF CHANGES

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PLAN DISTRIBUTION LIST

Book	CD	Plan Agency	Staff Title	Date Issued
1		Lewis County BOCC	Clerk of the Board	
2		Lewis County	County Manager	
3		Lewis County Prosecutor's Office	Lewis County Prosecutor	
4		Lewis County Risk Management	Risk Management Administrator	
5		Lewis County Human Resources	Human Resources Administrator	
6		LC DEM	Deputy Director	
7		LC DEM	Planner	
8		WA State EMD	Plans Section Coordinator	
9		Chehalis	EM Liaison	
10		Mossyrock	EM Liaison	
11		Morton	EM Liaison	
12		Napavine	EM Liaison	
13		Pe Ell	EM Liaison	
14		Toledo	EM Liaison	
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EXECUTIVE SUMMARY

The Lewis County Continuity of Government (COG) Plan addresses the continuation of delivering critical and essential government services during an emergency. The COG addresses the County's internal organizational structure, staffing patterns, facilities, and equipment that would be necessary to deliver quality services to the public when they need those services the most.

The COG is a coordinated effort between Lewis County elective office executives, county departments, Lewis County Emergency Management and the municipalities that contract with the County for coordinated Emergency Management services.

Continuity planning is defined by the U.S. Department of Homeland Security (DHS) and Washington State as the good business practice of ensuring the execution of essential functions through all circumstances.

This plan is developed and maintained in accordance with guidance in the *National Continuity Policy Implementation Plan, Continuity Guidance Circular 1 (CGC1), Continuity Guidance for Non-Federal Government (States, Territories, Tribes and Local Government Jurisdictions)* dated 2019, and *Continuity Guidance Circular 2 (CGC2)*.

The COG is comprised of a basic plan and department-specific annexes written to meet standards identified by the federal government. It is intended to be used along with the Lewis County/municipal COOP Plans and the Comprehensive Emergency Management Plan (CEMP) to ensure an integrated, comprehensive plan that describes the overarching concepts of each, yet delineates a singular, consolidated capability.

COG ensures continuance of the full range of governance addressed by a variety of State laws, plans, and emergency and administrative procedures. COG normally focuses on those items of "governance" such as enacting law, ordinances, or codes, and convening of boards or legislative, etc. the totality of which provides authority for the continuity of operations.

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

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

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Lewis County
Continuity of Government (COG) Plan

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Section 1
INTRODUCTION

1.1 Purpose

The purpose of the Lewis County Continuity of Government (COG) Plan is to provide the authority, policy, procedures, roles and responsibilities for the preservation, maintenance, or reconstitution of the county government's ability to carry out its constitutional responsibilities under all circumstances that may disrupt normal governmental operations. This plan describes the constitutional and statutory provisions related to the COG for Lewis County.

1.2 Scope

The scope of this plan addresses county government continuation, resumption, and recovery from any incident, emergency, or disaster that threatens to obstruct county government's ability to carry out its constitutional responsibilities in three specific areas: seat of government, lines of succession, and emergency powers. It neither addresses the building of agency specific emergency action plans/planning nor agency specific Continuity of Operations Plans (COOP). This plan is not intended to address the Lewis County Division of Emergency Management's (DEM) efforts to respond to any incident, emergency or disaster affecting county government. The above will be addressed in the Lewis County Comprehensive Emergency Management Plan (CEMP) and within the individual county agency COOP plans.

1.3 Assumptions

The potential for catastrophic natural and human caused disasters that would disrupt the normal governmental functions or operations and could impair or prevent key elected officials from fulfilling their public charge exists.

Under such circumstances above, the Washington State Constitution and Lewis County statutes address succession, the seat of government, emergency powers of key elected officials and their authority in times of disasters or emergencies.

All county agencies and departments will conform to and support the emergency response legislative actions and elected official's orders, proclamations or directives.

During a COG event, the County Commissioners and all supporting county agencies and departments will operate in accordance with the current Lewis County Comprehensive Emergency Management Plan (CEMP)

The citizens of Lewis County will be promptly informed of the emergency and continuity of government activities.

1.4 Seat of Government

In general, the seat of County government is that place where the County Board of Commissioners (BOCC) are sitting and meeting. That place is:

Primary Location: Lewis County Historic Courthouse, 351 NW North Street, Chehalis, WA 98532.

Alternate Location: Bethel Church, 132 Kirkland Road, Chehalis, WA 98532

The Chair or any other member of the BOCC may designate alternate or temporary seats of County government should that be necessary. The seat of County government may be the Emergency Operations Center (EOC), or its alternate location, during an extreme emergency.

1.5 Emergency Powers

The Chair of the County Commission is empowered to:

- Proclaim the existence or threatened existence of a disaster and termination thereof, or
- Request the Governor to proclaim a state of extreme emergency when in the opinion of the Chair, the resources of the area or region are inadequate to cope with the disaster

Whenever practicable, to consult with the BOCC prior to any request for a declaration of emergency or disaster, or notify the BOCC within 24 hours of making a declaration.

In the event of the proclamation of a disaster, or the proclamation of a state of extreme emergency by the Governor, declaration of a Presidential Emergency, or Incident of National Significance, the Chair is empowered to:

- Make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such disaster; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the BOCC
- With the approval of the BOCC or designees, to obtain vital supplies, equipment and such other properties found lacking and needed for the protection of Lewis County property and the life of the residents thereof, and bind the County for the fair value thereof, and if required immediately, to commandeer the same for public use
- To require emergency services of any County officer or employee and, in the event of the proclamation of a state of extreme emergency by the Governor in the region in which the County is located, to command the aid of as many citizens of this community as necessary in the execution of official duties; such persons shall be entitled to all privileges, benefits and immunities as are provided by state law for registered emergency workers

1.6 Orders of Succession. Lewis County government organizations are responsible for establishing, promulgating, and maintaining orders of succession to key positions. It is critical to have a clear line of succession established in the event leadership becomes debilitated or incapable of performing its legal and authorized duties, roles, and responsibilities. The designation as a successor enables that individual to act for and exercise the powers of a principal in the event of that principal's death, incapacity, or resignation. Orders of succession are an essential part of a continuity plan and should reach to a sufficient depth and have sufficient breadth – at least three positions deep and geographically dispersed where feasible – to ensure that essential functions continue during the course of any emergency.

1.7 Delegation of Authority. To ensure a rapid response to any emergency and to minimize disruptions that require continuity implementation, Lewis County government organizations should pre-delegate the authority to make policy determinations and decisions, at leadership levels and locations, as deemed appropriate. Delegations of authority identify who is authorized to act on behalf of senior leadership or other officials for specified purposes and ensures that designated individuals have the legal authorities to carry out their duties. Generally, predetermined delegations of authority will take effect when normal channels of direction are disrupted and will terminate when these channels are reestablished. Delegations of authority is an essential part of a continuity plan and should reach to a sufficient depth and have sufficient breadth – at least three positions deep and geographically dispersed where feasible – to ensure essential functions continue during emergencies.

1.8 Temporary Closure of County Facilities or Curtailments in Access

There are times when County facilities are temporarily closed because it would be unsafe to expose County employees to hazards that could affect employees getting to and from work, or from a threat that would affect their work place. The County Commissioners are the primary authority for making such decisions, and when there is adequate forewarning and time, the Commissioners will announce their decision and use all means available to advise employees and the public.

Because the safety of employees and the public who use County buildings is the ultimate concern and because some threats require immediate action, the County's policy is flexible enough to allow department heads or building management officials to order those measures that would be most prudent. At the same time or at the soonest time possible, the facts of the situation and the precautionary steps that were taken must be communicated to the BOCC. It shall be the BOCC prerogative to concur, or to order another course of action and to ensure the public is given appropriate information.

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Section 2 SITUATION

2.1 Roles and Responsibilities

Continuity of Government (COG) is directly concerned with the provisions of essential support services to the general population while assuring the survivability of our constitutional and democratic form of government. Accordingly, our viability is dependent on the stability and survivability of local government institutions which, with the State and Federal institutions, share the constitutional responsibility to preserve the lives and property of the people.

Most emergencies do not threaten the institutional integrity of local governments. However, the consequence of some major emergencies such as nuclear attack, catastrophic natural or man-made disasters could disrupt local governments' ability to function. Consequently, if a government is not prepared, most if not all of its critical executive, legislative, and judicial functions could be severely degraded.

2.1.1 Relationship of the Executive, Legislative, and Judicial Functions

During the response and recovery periods generated by emergencies stemming from any of the threats associated with a catastrophic disaster situation, the following tasking assigned to key members of the executive branch and the vital emergency functions associated with the legislative and judicial branches of county government becomes critical:

2.1.1.1 Executive The executive system which provides for the day-to-day management and functioning of county government must be sustained through recovery and reconstitution. The executive is responsible for implementing emergency response operations and is necessary to maintain the system of checks and balances with other branches of government.

If a disaster reduces the number of members of the BOCC, then those members who are available for duty shall have full authority to act in all matters as the BOCC. In the event no member of the BOCC is available for duty, then those elected county officials, as are available for duty shall jointly act as the BOCC and shall possess by majority vote the full authority of the BOCC, as specified in RCW 42.14.040.

In the absence of availability of any members of the BOCC, the County Manger is identified as the Presiding Official for the purpose of RCW 42.14.075, Meetings of governing bodies of political subdivisions at other than usual places.

If it becomes imprudent, inexpedient or impossible to conduct the affairs of Lewis County at the Lewis County Historic Courthouse, the governing body of the political subdivision may meet at any place within or without the territorial limits of the political subdivision on the call of the presiding official or any two members of the governing body. After any emergency relocation, the affairs of political subdivisions shall be lawfully conducted at such emergency temporary location or locations for the duration of the emergency”.

Any County official succeeding to the BOCC on a temporary interim basis shall discharge the duties of that office until such time as the elected or appointed official is available for duty or a regular successor is appointed by the ordinary means applicable to the BOCC.

2.1.1.2 Legislative

The Board of County Commissioners (BOCC) is Lewis County’s legislative authority. The commissioners serve as the chief administrators for several important county operations and have some quasi-judicial duties as well. As administrators, commissioners are responsible for:

- Public roads and public works programs
- Public Health services
- Emergency services and homeland security programs
- Emergency Management
- Other services and programs which are not clearly the responsibility of another elected county official

Lewis County Commissioners have a key role in a wide variety of community boards and commissions, which affect citizens within and even beyond their jurisdictions. Some of these boards, councils, and commissions are noted below:

- Lewis County Board of Health
- Board of Equalization
- Solid Waste Disposal District
- Lewis Transit Authority
- Planning Commission

Elected County officers, other than the members of the BOCC are authorized and directed to designate one or more temporary interim successors to the office of such officer in the event the officer is unavailable for duty during an emergency caused by a disaster.

Any County officer succeeding to an office on a temporary interim basis pursuant to this Section shall discharge the duties of that office until such time as the elected or appointed officer is available for duty or a regular successor is appointed by the ordinary means applicable to the office.

2.1.1.3 Judicial

The judicial system is clearly a critical element of government because it implements due process and other basic tenets of the American form of government. The judicial system must be sustained through recovery and reconstitution and is necessary to maintain the system of checks and balances with other branches of government.

Lewis County Superior Court is a trial court of general jurisdiction having original and appellate jurisdiction as authorized by the Constitution and the laws of the State of Washington.

The Lewis County District Court is a Court of Limited Jurisdiction created by the Washington State legislature. The County District Court has jurisdiction over criminal, infraction, small claims, civil and miscellaneous cases.

In the event of a catastrophic disaster that damages or destroys the normal court facilities, the BOCC will designate an alternate location for the courts to continue performing their essential functions. Superior Court cannot function outside the county seat without permission of the Supreme Court and the BOCC pursuant to RCW 2.08.030.

If a judge is rendered incapable of performing his/her duties due to a catastrophic disaster a successor/temporary interim successor will be appointed through the normal channels according to Washington State law.

2.2 Authorities

RCW 42.14.040, County Commissioners. "In the event enemy attack reduces the number of county commissioners of any county, then those commissioners available for duty shall have full authority to act in all matters as a board of county commissioners. In the event no county commissioner is available for duty, then those elected county officials, except for the members of the county board of education, as are available for duty shall jointly act as the board of county commissioners and shall possess by majority vote the full authority of the board for county commissioners".

RCW 42-14.070, Officers of political subdivisions. “The legislative authority of each political subdivision, subject to the provisions of this chapter, shall adopt rules and regulations providing for appointment of temporary interim successors to the elected and appointed offices of the political subdivisions”.

RCW 42.14.075, Meetings of governing bodies of political subdivisions at other than usual places. “Whenever, due to a natural disaster, an attack or an attack is imminent, it becomes imprudent, inexpedient or impossible to conduct the affairs of a political subdivision at the regular or usual place or places, the governing body of the political subdivision may meet at any place within or without the territorial limits of the political subdivision on the call of the presiding official or any two members of the governing body. After any emergency relocation, the affairs of political subdivisions shall be lawfully conducted at such emergency temporary location or locations for the duration of the emergency”.

RCW 36.40.180, Emergencies subject to hearing – Nondebtable emergencies. “Upon the happening of any emergency caused by fire, flood, explosion, storm, earthquake, epidemic, riot, or insurrection, or for the immediate preservation of order or of public health or for the restoration to a condition of usefulness of any public property the usefulness of which has been destroyed by accident, or for the relief of a stricken community overtaken by a calamity, or in settlement of approved claims for personal injuries or property damages, exclusive of claims arising from the operation of any public utility owned by the county, or to meet mandatory expenditures required by any law, the board of county commissioners may, upon the adoption by the unanimous vote of the commissioners present at any meeting the time and place of which all of such commissioners have had reasonable notice, of a resolution stating the facts constituting the emergency and entering the same upon their minutes, make the expenditures necessary to meet such emergency without further notice or hearing”.

RCW 2.28.141, County commissioners to provide temporary quarters. Until proper buildings are erected at a place fixed upon for the seat of justice in any county, it shall be the duty of the county commissioners to provide some suitable place for holding the courts of such county”.

RCW 2.08.030, Courts of record—Sessions. “The superior courts are courts of record, and shall be always open, except on nonjudicial days. They shall hold their sessions at the county seats of the several counties, respectively, and at such other places within the county as are designated by the judge or judges thereof with the approval of the chief justice of the Supreme Court of this state and of the governing body of the county.”

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Section 3

CONCEPT OF OPERATIONS

Continuity of Government (COG) relies heavily on the ability of the County's elected and appointed officials to give appropriate emphasis and to commit the necessary resources to assure that departments and commissions are capable of performing critical services and operations in a disaster. This can be a difficult undertaking as County employees, facilities and other assets are subject to the same dangers and interruptions as the public-at-large, and County employees may become victims too. It also presents the County government with the risk of temporarily losing or encountering significant delays in the delivery of goods and services provided by the private sector.

All County officials and employees must be prepared to overcome the many potentially serious challenges that may suddenly face them—**so that any crisis situation can be stabilized at the earliest possible time, and the severity of adverse consequences and impacts can be minimized and eliminated**. None of this is very likely to happen if there are not well thought out and rehearsed plans and procedures to effect an orderly restoration and recovery of government services to normal levels. It is for this very reason that the BOCC require each department and commission to maintain a current continuity of operations (COOP) plan.

3.1 Essential Elements of a Continuity of Government (COG) Program

There are five essential elements for maintaining a continuity of government (COG) program. These are individual preparedness, family preparedness, physical security, survivable operations, and sustainable command and control.

3.1.1 Individual Preparedness

The backbone for any emergency response is the people who must be available to perform those duties considered essential to respond to, support and manage a disaster situation. Individual preparedness means that the County's employees, particularly those that have been designated by their department as essential workers are:

- Able to quickly recognize a direct threat to themselves or react to a warning of a direct threat
- Take the correct protective actions to ensure their personal safety and to minimize the loss of property and valuables in their work space

- Knowledgeable of their department's emergency plan and procedures
- Equipped with essential supplies for basic comfort and, if absolutely necessary, to enable them to remain in or near or rehabilitate from their work place for at least 72 hours

3.1.2 Family Preparedness

In any crisis that affects the community, it is human nature to immediately think about the safety and welfare of family members. That is why a family plan is so important in lowering anxiety levels and giving County workers a sense of confidence that their loved ones know how and are prepared to take care of themselves. Family preparedness involves planning for:

- Making the home more resistant to damage
- How family members at home would seek protection, reduce or avoid further danger, and sustain themselves for at least 72 hours
- Relocation if the home is no longer habitable
- An out-of-state contact to report family member status to if separated
- Understanding the school and work place procedures that would be used to protect and care for family members at those locations

3.1.3 Physical Security

While some of the County's infrastructure and assets are more critical or intrinsically valuable and some facilities more densely occupied or trafficked than others, it is important that every department assess the range of vulnerabilities that pose direct or indirect risk exposures to their employees, property and work place environment. All potential hazards, including those that could result from criminal activity and in particular terrorism, should be taken into account.

It should be the purpose of these assessments to allow department heads and senior managers to make prudent decisions on how to provide the best level of protection without unduly interfering with the conduct of County business. Whenever departments invest in new technology or equipment, relocate operations, or make capital improvements they need to reassess how they can eliminate or at least minimize any former or new vulnerability that may be created.

Finally, it must be impressed on employees that they are an essential part of physical security, and that they must be careful not to act in a way that could compromise or disable the physical measures that are put in place.

3.1.4 Survivable Operations

Because of the purpose and nature of County government and unalterable requirements for convenient public access, it is essential that the County:

- Spends its efforts in making security as unobtrusive as possible
- Ensures the loss of a vital capability in one location will not cripple the County's ability to sustain essential operations

Departments, therefore, should as much as feasible look for ways to add redundancy to critical systems, and to disperse critical operations and assets in more than one location. Redundancy can include but not be limited to having backup power and onsite fuel tanks, transfer switches, uninterruptible power supplies, mirrored server sites, multiple communications links, alternate command and control facilities, laminated windows, caches of emergency supplies and water, etc. Critical assets and spare equipment and parts should be stored in different facilities and whenever possible in those having the highest level of security and protection.

In addition, departments should thoroughly think through and practice plans and procedures for using backup systems and for relocating operations to secondary sites.

3.1.5 Sustainable Command and Control

Disaster response and recovery operations conducted by the County will be as directed by the BOCC (and municipal leadership where appropriate). They shall direct operations of their jurisdictions resources. If necessary, a county on-scene commander for command and control will be designated by the BOCC.

The Chair of the County Board, Sheriff or County Emergency Management Director or designated official, has the authority to activate the County Emergency Operations Center (EOC). The designated official will determine the level of staffing required, based upon the situation, and alert the appropriate personnel, agencies, and organizations.

Coordination and supervision of all emergency operations will be through the appropriate Emergency Operations Center (EOC) staff, or their representatives. The County Emergency Management Director, or designee, will notify the State Alert and Warning Center Duty Officer upon activation of the EOC due to an emergency or disaster.

The EOC will operate on a 24-hour basis, if necessary, during the emergency, and the staff may be required to work 12-hour shifts. The County Emergency Management Director, or designee, shall coordinate logistical support for the EOC staff and process any field operations requests for needed resources.

For operational departments especially, it is of utmost importance that their first responders and field crews be prepared to use the Incident Command System (ICS), to include the ability of integrating responders from mutual aid and supporting organizations and where necessary forming a Unified or Area Command. All activations will conform to the National Incident Management System (NIMS), as required by federal law.

In the event the primary EOC is damaged or otherwise unavailable, the primary alternate site is the Sheriff's Office Training Room, Law and Justice Building, 345 West Main Street, Chehalis, WA 98532.

3.2 Duties during the Phases of Emergency Management

3.2.1 Mitigation Phase

All County Departments and Agencies will conduct periodic "hazard hunts" and "risk assessments" of all facilities and offices to identify potential sources of harm to occupants and/or property. Typical examples may include:

- Storage of toxic or flammable substances
- Non-structural fixtures or furnishings that could collapse or topple over
- Faulty procedures or practices

Take prudent steps to eliminate or control all existing hazards or risks. Ensure that protection and survivability of critical assets are given due consideration in the strategic planning and budget process.

3.2.2 Preparedness Phase

County Department and Agency heads will ensure:

- The internal emergency preparedness plan is maintained and exercised
- Emergency duties and essential positions are identified, and assignments including a primary and two alternates are made

- Delegations of authority are clearly explained as to when they will occur and the extent of authority accorded to each position
- All persons assigned to an essential position are trained and necessary monitoring, testing, and refresher training is conducted to assure an adequate level of readiness
- Provisions are in place to project replacements for persons vacating essential positions, and that this is foreseen early enough to allow replacements to be trained before they assume the essential position
- Protocols for dispatch/control center operations are up to date and in place
- Adequate mutual aid and/or inter-local agreements are established and maintained

3.2.3 Response Phase

County Departments and Agencies will be able to:

- Take pre-planned precautionary measures upon receipt of warning that a threatening hazard is imminent
- Rapidly assess and report the condition and capability of the department after the onset of a major emergency or disaster
- Reconstitute department resources/services that become impaired or damaged from the effects of a major emergency or disaster
- Administer the scheduling of round-the-clock shifts to support periods of extended operations
- Readily mobilize and dispatch emergency personnel to perform mission essential functions, plus be able to monitor, support and document emergency activities for as long as they remain in service
- Recognize situations and requirements that need to be coordinated with, or referred to, other control centers, or the County EOC
- Be capable of fulfilling all responsibilities required of a “lead agency”, including the establishment of the Incident Command System (ICS)
- As appropriate and whenever requested, be capable of supporting a multi-agency response, including integration of first and second responders into the ICS

3.2.4 Recovery Phase

County Departments and Agencies will:

- Prepare for and/or implement procedures to facilitate and support the recovery of less time sensitive business operations
- Mobilize additional personnel and support organizations as required
- Maintain an information flow regarding the status of recovery operations among affected agency leadership, employees, vendors and other internal and external individuals and organizations as specified in the affected agency's COOP

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Section 4

ADMINISTRATION AND LOGISTICS

4.1 Vital Records

The identification, protection, and ready availability of vital records, databases, and hardcopy documents are critical elements of a successful continuity plan and program. “Vital records” refers to information systems and applications, electronic and hardcopy documents, references, and records needed to support essential functions during a continuity situation.

Categories of vital records include the following:

Emergency Operating Records

These include records and databases essential to the continued functioning or the reconstitution of an organization during and after a continuity event. Examples of these records are emergency plans and directives, orders of succession, delegations of authority, staffing assignments, and related policy or procedural records. These records provide an organization’s continuity personnel with the guidance they need to conduct operations during a continuity situation and to resume normal operations at the conclusion of that situation.

Rights and Interests Records

These include records critical to carrying out an organization’s essential legal and financial functions, and vital to the protection of the legal and financial rights of individuals who are directly affected by that organization’s activities. Examples of these records are accounts receivable files; contracting and acquisition files; official personnel records; Social Security, payroll, retirement, and insurance records; and property management and inventory records. Any Rights and Interests Records considered critical for continued performance of essential functions should be included.

As soon as possible after continuity of operations activation, but recommended within 12 hours of such activation, continuity personnel at the continuity facility should have access to the appropriate media for accessing vital records, such as:

- A local area network
- Electronic versions of vital records
- Hard copies of vital records

Organizations should maintain a complete inventory of records, along with the locations of and instructions on accessing those records. Organizations should consider maintaining these inventories at a number of different sites to support continuity operations.

At a minimum, vital records should be annually reviewed, rotated, or cycled so that the latest versions will be available.

4.2 Communications

Communications is an integral part of COG operations. Communications planning should address concerns such as:

- Initial operational readiness within twelve hours (fully operational within 48 hours) and sustainable for a period up to thirty days
- Establishing and maintaining secure communications links
- Interoperability to include intra- and inter-departmental emergency communications
- Ability to communicate with customers
- Variable and redundant capability
- Ability to enable employees to perform essential functions while teleworking

Under most conditions that may require the County to activate the COG, communications will be primarily by standard, established communication methods such as telephone, two-way radios, cell telephones, e-mail, Internet and HF radios.

4.3 Emergency Expenditures

In any serious crisis county departments can find themselves in a situation where they have to purchase or otherwise secure services and resources they don't have on hand or in adequate supply. So long as it is possible, departments will use normal and/or emergency contracting procedures. Sometimes, however, an extreme urgency can require the County Commissioners intervention to waive normal contracting practices, or require the Emergency Management Director to temporarily increase credit card limits or the County Commission to approve an emergency increase in department budgetary authority.

4.4 Mutual Aid and Inter-Local Agreements

A major emergency or disaster, by its very nature and definition, is an extraordinary event. Consequently, such an event can very quickly exhaust the limit of normal resources. In recognition of this fact county departments should develop mutual aid compacts with counterpart agencies in neighboring jurisdictions.

In most cases, departments will find that they will have to rely on sources that are both internal and external to the department. External sources must be referenced in protocols so responsible officials in the department will know where and how to request help that may come from:

- Other county departments, or through the Emergency Management Staff Duty Officer
- Mutual aid and other inter-local agreements
- Pre-arranged contracts with commercial vendors

It is the responsibility of all departments to identify the external resources needed for their emergency response. **Departments should be aware that, in the event of a Presidential Disaster Declaration (PDD), the County may be eligible for State/FEMA reimbursement of costs related to mutual aid if the following conditions are met: (1) The agreement is in writing and in effect prior to the disaster; (2) The County was charged for mutual aid services per the agreement; (3) The agreement does not include a clause that specifies payment only upon receipt of FEMA funds; (4) The County can document the payment for services.**

While mutual aid, inter-local agreements or pre-arrangements with the private sector can provide departments with a much needed boost in capacity, serious thought must be given to considering the effects of a hazard that could impact multiple jurisdictions simultaneously. Obviously, such an event would severely restrict the availability of mutual aid with nearby jurisdictions. It would also likely cause a spiraling competition among governments and private sector for the same resources. To avoid the shortages that would result, departments must give appropriate thought to:

- Looking beyond the Southwest Washington Region to locate suppliers
- Conclude multiple agreements to ensure as much as possible that an available source can be found when needed

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Section 5

TRAINING AND EXERCISES

5.1 Training

Training familiarizes continuity personnel with their procedures, tasks, roles and responsibilities in support of the performance of an organization's essential functions during a continuity event. A departments COG training program should include:

- Annual continuity awareness briefings (or other means of orientation) for the entire workforce
- Annual training for personnel (including contractor personnel) who are assigned to activate, support, and sustain continuity operations
- Annual training for the department's leadership on that department's essential functions, including training on individual position requirements
- Annual training for all department personnel who assume the authority and responsibility of the department's leadership if that leadership is incapacitated or becomes otherwise unavailable during a continuity situation

As part of its COG training program, the department should document the training conducted, the date of training, those completing the training, and by whom.

5.2 Exercises

The County's continuity exercise program focuses primarily on evaluating capabilities or an element of a capability, such as a plan or policy, in a simulated situation. The County's exercise program will include:

- An annual opportunity for continuity personnel to demonstrate their familiarity with continuity plans and procedures and to demonstrate departments' capability to continue their essential functions.
- A comprehensive debriefing after each exercise, which allows participants to identify systemic weaknesses in plans and procedures and to recommend revisions to the department's continuity plan.
- A cycle of events that incorporates evaluations, AARs, and lessons learned into the development and implementation of a Corrective Action Plan (CAP), to include an Improvement Plan (IP).

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Section 6
GLOSSARY

6.1 Acronyms

AAR	After-Action Report
CAP	Corrective Action Program
COG	Continuity of Government
COOP	Continuity of Operations
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HSPD	Homeland Security Presidential Directive
ICS	Incident Command System
IP	Improvement Plan
MEF	Mission Essential Function
MOA/MOU	Memorandum of Agreement/Memorandum of Understanding
NIMS	National Incident Management System
NRF	National Response Framework
POC	Point of Contact
SIP	Shelter-in-Place
WMD	Weapons of Mass Destruction

6.2 Definitions (Ref: RCW 38.52.010)

(1) **“Emergency Management”** or **“Comprehensive Emergency Management”** means the preparation for and the carrying out of all emergency functions other than functions for which the military forces are primarily responsible, to mitigate, prepare for, respond to, and recover from emergencies and disasters, and to aid victims suffering from injury or damage, resulting from disasters caused by all hazards, whether natural, technological, or human caused, and to provide support for search and rescue operations for persons and property in distress.

(2) **“Local Organization for Emergency Services or Management”** means an organization created in accordance with the provisions of this chapter by state or local authority to perform local emergency management functions.

(3) **“Political Subdivision”** means any county, city or town.

(4) **“Emergency Worker”** means any person who is registered with a local emergency management organization or the department and holds an identification card issued by the local emergency management director or the department for the purpose of engaging in authorized emergency management activities or is an employee of the state of Washington or any political subdivision thereof who is called upon to perform emergency management activities.

(5) **“Injury”** as used in this chapter shall mean and include accidental injuries and/or occupational diseases arising out of emergency management activities.

(6) **“Emergency or Disaster”**

(a) **“Emergency or disaster”** as used in all sections of this chapter except RCW 38.52.430 shall mean an event or set of circumstances which (i) Demands immediate action to preserve public health, protect life, protect public property, or to provide relief to any stricken community overtaken by such occurrences, or (ii) reaches such a dimension or degree of destructiveness as to warrant the governor declaring a state of emergency pursuant to RCW 43.06.010.

(b) **“Emergency”** as used in RCW 38.52.430 means an incident that requires a normal police, coroner, fire, rescue, emergency medical services, or utility response as a result of a violation of one of the statutes enumerated in RCW 38.52.430.

(7) **“Search and Rescue”** means the acts of searching for, rescuing, or recovering by means of ground, marine, or air activity any person who becomes lost, injured, or is killed while outdoors or as a result of a natural, technological, or human caused disaster, including instances involving searches for downed aircraft when ground personnel are used. Nothing in this section shall affect appropriate activity by the department of transportation under chapter 47.68 RCW.

(8) **“Executive”** and **“Executive Heads”** means the county executive in those charter counties with an elective office of county executive, however designated, and in the case of other counties, the county legislative authority. In the case of cities and towns, it means the mayor in those cities and towns with mayor-council or commission forms of government, where the mayor is directly elected, and it means the city manager in those cities and towns with council manager forms of government. Cities and towns may also designate as executive head for the purposes of this chapter by ordinance.

(9) **“Director”** means the adjutant general.

(10) “**Local Director**” means the director of a local organization of emergency management or emergency services.

(11) “**Department**” means the state military department.

(12) “**Emergency Response**” as used in RCW 38.52.430 means a public agency’s use of emergency services during an emergency or disaster as defined in subsection (6)(b) of this section.

(13) “**Expense of an Emergency Response**” as used in RCW 38.52.430 means reasonable costs incurred by a public agency in reasonably making an appropriate emergency response to the incident, but shall only include those costs directly arising from the response to the particular incident. Reasonable costs shall include the costs of providing police, coroner, firefighting, rescue, emergency medical services, or utility response at the scene of the incident, as well as the salaries of the personnel responding to the incident.

(14) “**Public Agency**” means the state, and a city, county, municipal corporation, district, town, or public authority located, in whole or in part, within this state which provides or may provide firefighting, police, ambulance, medical, or other emergency services.

(15) “**Incident Command System**” means: (a) An all-hazards, on-scene functional management system that establishes common standards in organization, terminology, and procedures; provides a means (unified command) for the establishment of a common set of incident objectives and strategies during multiagency/multi-jurisdiction operations while maintaining individual agency/jurisdiction authority, responsibility, and accountability; and is a component of the national interagency incident management system; or (b) an equivalent and compatible all-hazards, on-scene functional management system.

(16) “**Radio Communications Service Company**” has the meaning ascribed to it in RCW 82.14B.020.

6.3 Key Terms

Activation – Once a Continuity of Operations plan has been implemented, whether in whole or in part, it is considered “activated.”

Agency or Organization Head – The highest-ranking official of the primary occupant agency or organization, or a successor or designee who has been selected by that official.

All-hazards – The spectrum of all types of hazards including accidents, technological events, natural disasters, terrorist attacks, warfare, and chemical, biological including pandemic influenza, radiological, nuclear, or explosive events.

Continuity Facilities – Locations, other than the primary facility, used to carry out essential functions, particularly in a continuity situation. “Continuity facilities” refers to not only other locations, but also nontraditional options such as working at home (“teleworking”), telecommuting, and mobile-office concepts.

Catastrophic Emergency – Any incident, regardless of location, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the U.S. population, infrastructure, environment, economy, or government functions.

Continuity – An uninterrupted ability to provide services and support, while maintaining organizational viability, before, during, and after an event.

Delegation of Authority – Identification, by position, of the authorities for making policy determinations and decision at HQ, field levels, and all other organizational locations. Generally, pre-determined delegations of authority will take effect when normal channels of direction have been disrupted and will lapse when these channels have been reestablished.

Essential Functions – The critical activities performed by organizations especially after a disruption of normal activities.

Improvement Plan – A cycle of events that incorporates evaluations, AARs and lessons learned into the development and implementation of an IP.

Interagency Agreements – A written agreement entered into between agencies that require specific goods or services to be furnished or tasks to be accomplished by one agency in support of the other.

Interoperability – “Interoperability” has two meanings: (1) The ability of systems, personnel, or agencies to provide services to and accept services from other systems, personnel, or agencies, and to use the services so exchanged so that these organizations can operate together effectively; (2) A condition that is realized among electronic-communications operating systems or grids and/or among individual electronic-communications devices, when those systems and/or devices allow the direct, seamless, and satisfactory exchange of information and services between the users of those systems and devices.

Leadership – The senior decision makers who have been elected or designated to head a branch of Government or other organization. The survivability of leadership is accomplished by physically protecting the officeholder (sheltering the individual in place or relocating him or her away from the threat area) and by developing a prioritized list of designated successors to that leadership position, who would assume the roles and responsibilities of that position in the event of the incapacitation or unavailability of the current officeholder. The designation as a successor enables an individual to act for the officeholder and exercise the powers and authorities of the officeholder’s position, in the event of the officeholder’s death, permanent disability, or resignation.

Legal and Financial Records – Records that are necessary to protect the legal and financial rights of both the government and private sector and the persons who are affected by its actions.

Orders of Succession – Provisions for the assumption of senior agency offices during an emergency in the event that any of those officials are unavailable to execute their legal duties.

Reconstitution – The process by which surviving and or replacement organization personnel resume normal agency operations from the original or replacement primary operating facility.

Recovery – The implementation of prioritized actions required to return an organization’s processes and support functions to operational stability following an interruption or disaster.

Telework – The ability to work at a location other than the official duty station, using portable computers, high-speed telecommunications links, and mobile communications devices.

Vital Records – Electronic and hardcopy documents, references, and records that are needed to support essential functions during a continuity situation. The two basic categories of vital records are (1) emergency operating records and (2) rights and interests records.

Weapons of Mass Destruction (WMD) – Weapons that are capable of killing a lot of people and/or causing a high-order magnitude of destruction, or weapons that are capable of being used in such a way as to cause mass casualties or create large-scale destruction. WMDs are generally considered to be nuclear, biological, chemical, and radiological devices, but WMDs can also be high-explosive devices.

6.4 References

- (1) National Security Presidential Directive 51/Homeland Security Presidential Directive 20, National Continuity Policy, dated May 9, 2007
- (2) National Response Framework (NRF), October, 2019
- (3) National Incident Management System (NIMS), December 2008
- (4) Constitution of the State of Washington, December 2012
- (5) Revised Code of Washington (RCW) 42.14, Continuity of Government Act
- (6) Revised Code of Washington (RCW) 2.28.030 Courts of Record-Sessions
- (7) Revised Code of Washington (RCW) 2.28.141 County Commissioners to provide temporary quarters
- (8) Revised Code of Washington (RCW) 36.40.180 Emergencies subject to hearing— non debatable emergencies
- (9) RCW 38.52, Emergency Management
- (10) Lewis County, Ordinance #1239, Amended Ordinance #1310, Emergency Management, December 2, 2019