

TOWNSHIP OF MINDEN HILLS

CONTINUITY of OPERATIONS PLAN



PUBLIC VERSION

OCTOBER 27, 2016

Township of Minden Hills
CONTINUITY OF OPERATIONS PLAN (COOP)

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RECORD OF PLAN UPDATES AND AMENDMENTS

DATE UPDATED	COMMENTS	UPDATED BY
OCTOBER 2016	Continuity of Operations Plan (COOP) approved by Council By-law No. 16-126	D SCHELL

Township of Minden Hills
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OVERVIEW

Continuity of government is paramount in the event of a crisis or emergency. Government, business and industry is vulnerable to a variety of hazards that threaten their communities, customers, economy and the environment. The development of a Continuity of Operations Plan creates plans, procedures and training that provide for the continuation of essential functions in the event of a wide range of contingencies.

This Continuity of Operations Plan (COOP) is an integral component of a system that assures our capability to carry out essential functions in time of emergency.

AIM

The aim of the Township of Minden Hills Continuity of Operations Plan is to devise in advance a coordinated and effective means for ensuring, to the extent reasonably possible, that there is an efficient deployment of resources to continue to provide necessary services to our communities with minimal disruption so that collectively we may:

- a) Minimize the disruption of service delivery and
- b) Restore operations in an expedient manner.

The Township of Minden Hills has developed this Continuity of Operations Plan in an effort to identify and mitigate as many of the potential impacts (including influenza pandemic) on the continued provision of our services to the public.

PURPOSE

The purpose of this Continuity of Operations Plan (COOP) is to describe how the Township of Minden Hills will operate in the event that an emergency threatens or incapacitates operations. This document identifies and provides for the maintenance or re-establishment of the control and direction, including relocation of key personnel, as necessary; for reconstitution of key staff positions with successor personnel; and for regeneration of full organizational functions. This COOP, which is applicable to all-hazards threats, ensures preparedness to provide critical services in an environment that is threatened, diminished, or incapacitated.

APPLICABILITY AND SCOPE

The Township of Minden Hills has reviewed and approved this plan for operational activities during emergency/disaster events. This plan is designed to effectively minimize system outages and down times while providing the highest level of service possible until normal operations fully resume. This plan also is intended to facilitate the response and recovery process. This document applies to a full range of circumstances, from a short-term, localized event to a long-enduring regional emergency that may impact multiple facilities and applies to natural disaster events as well as man-made threats. The plan is designed to complement procedures in the current Township of Minden Hills Emergency Response Plan

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EXECUTIVE SUMMARY

It is the policy of the Township of Minden Hills to respond quickly in the event of an emergency or threat resulting from human, technological, natural or other causes, and to ensure the ability to perform essential functions under all circumstances.

To meet these objectives, the Township of Minden Hills has established this COOP, which sets forth a concept of operations, identifies essential functions, and outlines three potential phases of operation:

- 1) Activation and Relocation;
- 2) Alternate Facility Operations; and
- 3) Reconstitution.

The plan incorporates the following key elements:

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

The Township of Minden Hills has developed this Continuity of Operations Plan to ensure that necessary plans and procedures are in place to respond to an emergency and ensure continuity of operations.

The Continuity of Operations Plan covers the interruption of normal municipal operations and the return to work as a result of an emergency as defined in the *Emergency Management and Civil Protection Act*

OBJECTIVES

The objective of the Continuity of Operations Plan is to prepare for and mitigate the effects of an emergency situation that disrupts normal Township operations or large/ prolonged events/incidents that result in a significant long term impact on our operations for the citizens of the Township.

The objectives of this COOP include:

- ✓ Ensuring the continuous performance of essential functions/operations during an emergency.
- ✓ Protecting essential facilities, equipment, records, and other assets.

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- ✓ Reducing or mitigating disruptions to operations.
- ✓ Reducing loss of life and minimizing damage and losses.
- ✓ Achieving a timely and orderly recovery from an emergency and resuming full service.
- ✓ Identifying alternate operations locations in the event that primary operations facilities are not functional.
- ✓ Conducting essential operations from an alternate operating location within 12-24 hours of the event onset for a period of up to 30 days.
- ✓ Establishing lines of succession and delegations of authority.
- ✓ Identifying personnel needed to perform essential functions.
- ✓ Identifying internal and external means of communication.
- ✓ Establishing requirements for regularly scheduled testing, training, and exercising of personnel, equipment, systems, processes and procedures used for support during a COOP event.
- ✓ Establishing requirements for development, maintenance, and annual review of the COOP.

VULNERABILITY ASSESSMENT

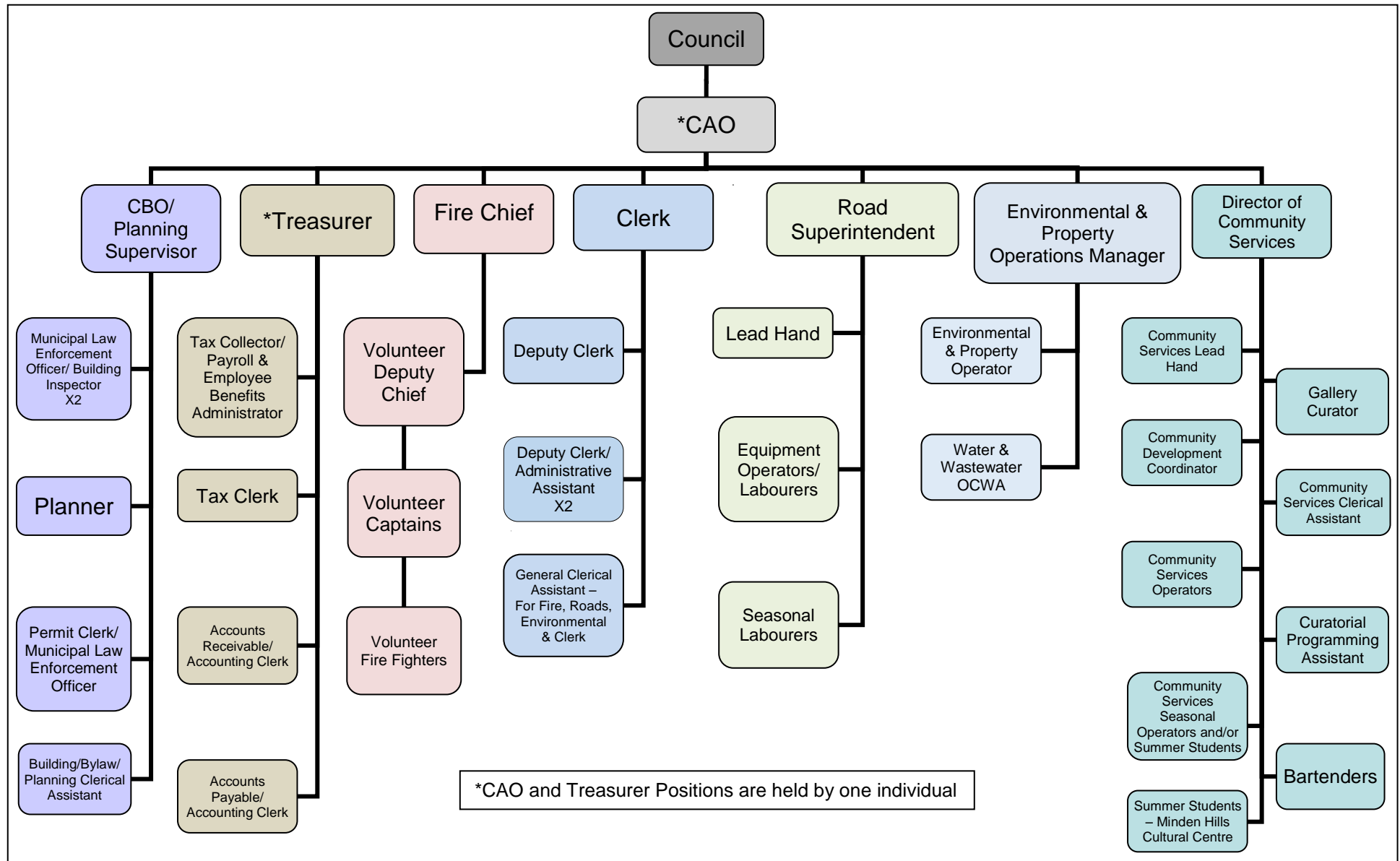
Understanding hazard risks and vulnerabilities is important to the continuity planning process, as it is high-risk events that are likely to trigger implementation of the COOP. As part of the Township's Emergency Response Plan (ERP), the Township identified a number of hazards, risks, and vulnerabilities to which it is subject.

The highest risks identified using the HIRA system of risk analysis include: weather extremes, rainwater and spring runoff flooding, tornadoes, prolonged hydro outage, and health hazards (influenza, pandemic).

Critical facilities identified include utilities (electric, water, and sewer), radio/communications towers, local government buildings, schools, health care facilities including the hospital and nursing home, and the township fire department.

Many of the infrastructure assets cross jurisdictional boundaries, and therefore multi-jurisdictional coordination will be required when events impact or have the potential to impact these facilities.

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GLOSSARY OF TERMS

ASDL – Alternate Service Delivery Location

COOP – Continuity of Operations Plan

EMCPA – *Emergency Management and Civil Protection Act*

Emergency – (as defined in the *EMCPA*) - a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise

EOC – Emergency Operations Centre

Evacuation point – the initial gathering place for staff in the event their building is compromised and must be evacuated.

Management Team – The group of Township staff comprised of all directors, including the CAO or applicable managers to the building and/or services affected.

RTO – Recovery Time Objective - the period of time a function or service can be disrupted without significant impact to public safety, essential services, production, customer services, revenue or public confidence.

Emergency Information Officer (EIO) – The Emergency Information Officer is responsible for coordinating the flow of information coming from the Emergency Operations Centre (EOC). The EIO is responsible for ensuring the release of information to the public in a timely and accurate fashion. All media releases will be produced by this individual for final approval by only the Reeve and the CAO

Community Emergency Management Coordinator (CEMC) – The Community Emergency Management Coordinator or designated alternate is responsible for the maintenance, revision and distribution of this plan, as well as coordinating emergency exercises and meetings of the Emergency Control Committee.

Reception Centre – A reception centre is a facility that is used as a short-term redistribution point that receives and registers persons displaced by the emergency, reuniting them with families or dispatching them to evacuation centres or other accommodations.

Evacuation Centre – An evacuation centre is a facility designated by the Director of Social Services (City of Kawartha Lakes) in conjunction with the CEMC as a facility which will provide temporary care and shelter to persons displaced by an emergency. Persons may be sent to an evacuation centre after registering with Registration and Inquiry Services or at the evacuation centre directly.

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INFLUENZA PANDEMIC

Influenza pandemic refers to the large-scale and sustained transmission of a highly pathogenic influenza virus in the general global human population.

Only the influenza A viruses are associated with pandemics, and influenza pandemic arises when all four of the following occur:

- a. A novel influenza A virus develops;
- b. The new virus can spread efficiently from human to human;
- c. The new virus causes serious illness and death; and
- d. The population has little or no immunity to the new virus

In the “WHO Global Influenza Preparedness Plan, 2005”, the World Health Organization (WHO) has adopted six phases for influenza pandemic planning and response, spanning from the period when there is the potential for a pandemic, to the actual outbreak of a highly pathogenic influenza virus (Table 1). Phase 6 is the “pandemic period” during which increased and sustained human-to-human transmission is taking place in the general global population.

Table 1: WHO Pandemic Periods and Phases.		Phase	Description
Inter-pandemic Period		Phase 1	No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human infection is considered to be low.
		Phase 2	No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.
Pandemic Alert Period		Phase 3	Human infection(s) with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.
		Phase 4	Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.
		Phase 5	Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk).
Pandemic Period		Phase 6	Increased and sustained transmission in the general population.
Post pandemic Period Return to inter-pandemic period			

RESPONDING TO AN EMERGENCY EVENT

This Plan is intended to ensure the ongoing delivery of critical programs and services as defined in the Plan.

In such an event, the first priority is the safety of human life. Once certain that everyone in the area is safe and accounted for, the Continuity of Operations Plan will be executed.

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Once an initial assessment of the emergency has been done and depending on the nature of the emergency, recovery strategies will be implemented to ensure Continuity of Operations.

LEVEL OF EMERGENCY

The decision matrix focuses on the way in which the emergency event may impact the capabilities of the Township to provide its essential functions. To remain flexible to the variety of situations that could trigger activation or partial activation of the COOP plan, this matrix provides guidance, and recommended impacts and decisions may be modified based on the actual events.

Level of Emergency	Impact on Agency and COOP Decision
1	Impact: Disruption of up to 12 hours, with little effect on services or impact to essential functions or critical systems. Example: Decision: No COOP activation required.
2	Impact: Disruption of 12 to 72 hours, with minor impact on essential functions. Example: Computer virus, small fire or moderate flooding. Decision: Limited COOP activation, depending on department(s) affected.
3	Impact: Disruption to one or two essential functions or to a vital system for no more than three days. Example: Power outage, Decision: May require partial COOP activation to move certain personnel to an alternate facility or location in the primary facility for less than a week.
4	Impact: Disruption to one or two essential functions or to the entire agency with potential of lasting for more than three days but less than two weeks. Example: Snow/ice storm; hurricane, workplace violence, major telecommunications failure or major power outage. Decision: May require partial COOP plan activation. For example, orders of succession for some key personnel may be required; in addition, movement of some personnel to an alternate work site or location in the primary facility for more than a week may be necessary. Personnel not supporting essential functions may be instructed not to report to work, or be re-assigned to other activities.
5	Impact: Disruption to the entire agency with a potential for lasting at least two weeks. Example: Explosion in/contamination of primary facility; major fire or flooding; Decision: COOP plan activation. May require activation of orders of succession for some key personnel. May require movement of many, if not all, essential personnel to an alternate work site for more than two weeks. Personnel not supporting essential functions may be instructed not to report to work, or be re-assigned to other activities.

MANAGEMENT TEAM ROLES, RESPONSIBILITIES AND EMERGENCY PROCEDURES

In the event of an emergency or incident that affects the continuity of operations, the management team will meet to assess the scope and duration of the emergency and initiate their respective roles in management response.

Members of the team may be assigned specific roles and responsibilities in an emergency. Decisions, actions and next steps in response to the emergency will be done via this group and at the direction of the CAO in consultation with other senior management.

Response will be based on whether the service affected has lost

- ✓ Access to building
- ✓ Necessary equipment to perform service
- ✓ Adequate staffing

The Annexes to this plan detail the response for each department in addressing each of these hazards.

PROGRAM RECOVERY

As the Continuity of Operations Plan of the Township is activated, the Management Team will immediately begin to address the recovery aspects of Township departments. Dependent on the scope, duration and complexity of the emergency, the Management Team may be responsible for the relocation and recovery of business critical services using a variety of different strategies specifically addressed in the Annexes.

Decisions, actions and next steps in recovery from the emergency will be done via this team and at the direction of the CAO.

Each Annex will include the evacuation plan for that department, the breakdown of critical services and the actions to be taken in the event of a loss of facility, equipment or people.

RECOVERY STRATEGIES

In the event of an emergency and the activation of the Continuity of Operations Plan, recovery strategies and procedures will be implemented. The strategies and procedures will apply to any significant emergency where the primary work location is compromised, there is a shortage of staff, or a loss of equipment necessary to deliver the service. Strategies and procedures have been developed giving consideration to the geographic area of the disruption; estimated duration of the disruption; impact on assets, resources and staff and other related factors

Geographic Area

The disruption may be limited to part or all of the building and could have implications on the availability of possible alternative sites.

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Estimated Duration

An analysis of what services will be affected over the estimated duration of the emergency will be considered using the identified recovery time objectives of the departments

Impacts on Assets and Resources

All or some of the resources and assets could be affected. The impact could also be either temporary or permanent

COMMUNICATION PLANNING

Internal

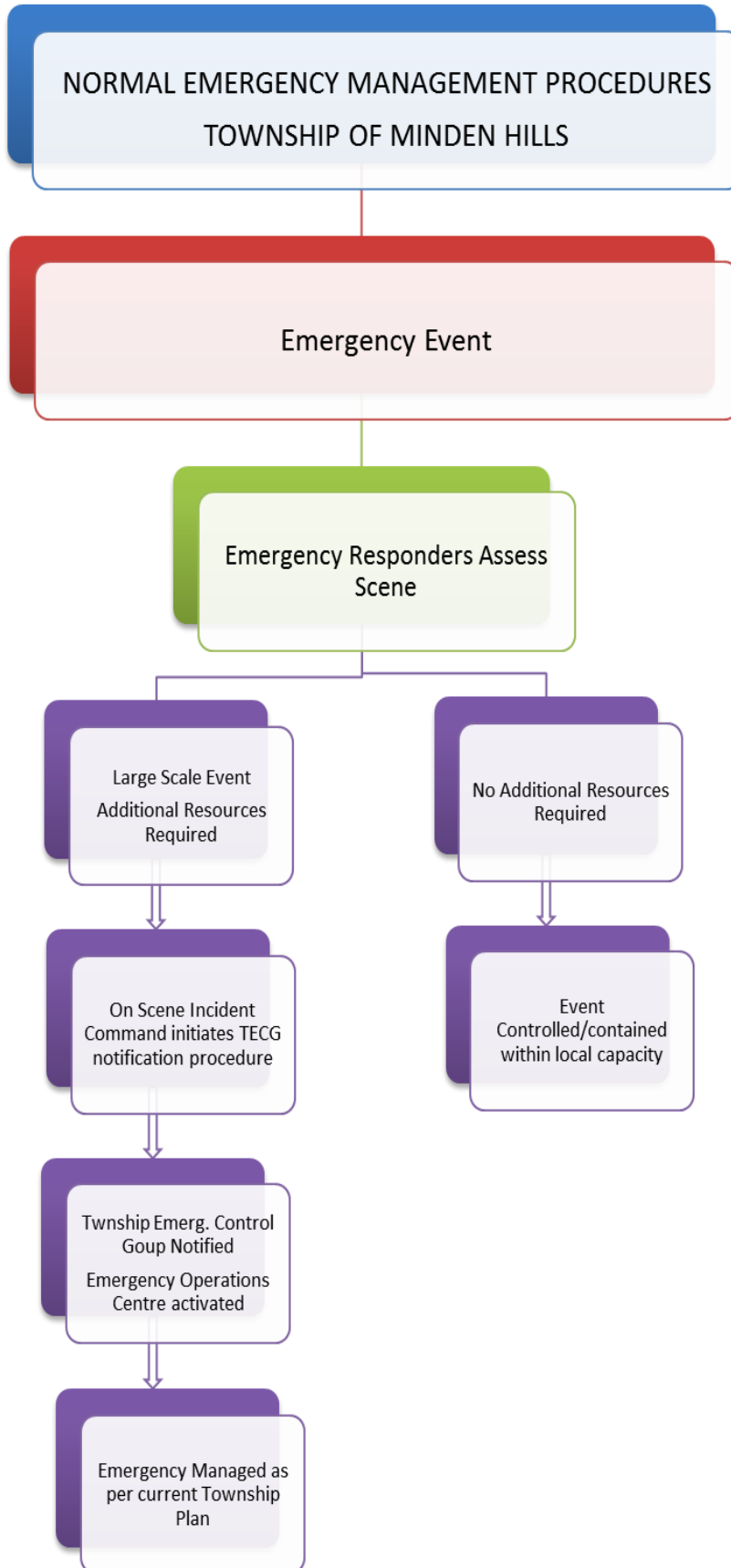
In the event of an emergency it will be necessary to advise and be in close contact with staff, internal and external stakeholders, senior management and emergency management leads to inform and advise them on the status of the emergency as it relates to the Township Continuity of Operations Plan.

External

The Township Emergency Public Inquiry System will be activated as soon as possible. This will allow the Township to immediately begin to communicate to the general public with accurate, timely information.

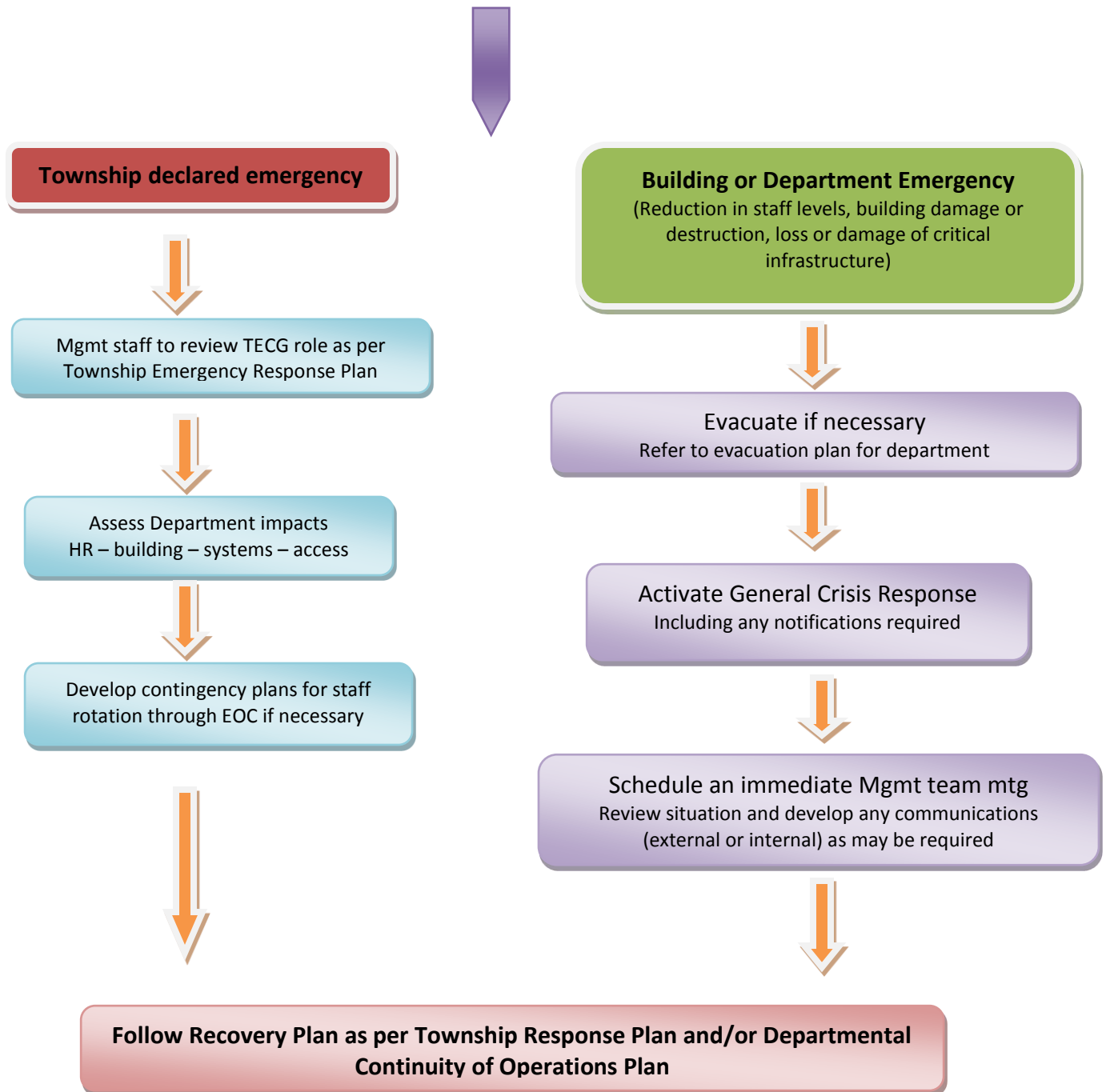
Media calls coming to the Township related to the emergency will be directed to the Township Emergency Information Officer for response.

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Continuity of Operations Plan Implementation



GENERAL CRISIS RESPONSE PROCEDURES

Evacuation to 2 hours:

- Ensure safety of all employees
- Assess damage to primary work location, equipment, and supporting infrastructure
- Conduct overall assessment of emergency, including: immediate and potential impacts to core business, department(s) affected, length of emergency, and Recovery Time Objectives for services
- Advise County CAO and the Reeve once situation is known
- Decision to activate Continuity of Operations Plan made as soon as is practicable
- Arrange for delivery of “*continuous services*” from alternate source(s) if required
- Decision to activate Emergency Operations Centre if required
- Conduct internal and external communication notifications of incident as necessary
- Notify key stakeholders

2 to 4 hours: - Consider Activation of the Township Emergency Response Plan

- Director or Acting Director (such other senior Department Manager as may be available at the time of the incident) to consider activating the Township of Minden Hills Emergency Response Plan in consultation with the CEMC, the CAO and the Reeve.
- Activate Emergency Operations Centre (EOC) and supporting members
- Identify location of EOC from Township Emergency Response Plan
- Coordinate response efforts with on-site incident Commander

4 – 8 Hours – Declare Relocation to Alternate Service Delivery Location

- Township Emergency Control Group in consultation with Department senior management
- Declare decision to relocate administration and if required operational services to appropriate Alternate Service Delivery Location(s) (ASDL)
- Logistics & Technologies
- Ensure required assets available at ASDL
- Begin arrangements for replacement of critical equipment and assets
- Ensure emergency telecommunications and Information Technology available at ASDL
- Communications Lead
- Conduct internal and external notifications at the direction of the Control Group
- Ensure ASDL location communicated to employees, public, and stakeholders
- Begin planning for relocation to ASDL

8 – 24 Hours – Relocation to Alternate Service Delivery Location

- Department Senior Management
- Re-assessment of emergency, including: on-going and future impacts to core business, length of emergency, and Recovery Time Objectives for business services
- Advise and make recommendations to CAO and the Reeve
- Re-assess arrangements for delivery of “*continuous services*” from alternate source(s)
- Decision to transition all or partial service delivery to ASDL
- Decision to limit pro-active service delivery
- Logistics & Technologies Lead
- Ensure required assets available at ASDL
- Continue arrangements for replacement of critical and supporting equipment and assets

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Continued arrangements for telecommunications and Information Technology capability
Communications Lead
Conduct internal and external notifications as required
Ensure ASDL location and telephone numbers are communicated to employees, public, and stakeholders
Ensure service delivery limitations are communicated to employees, public, and stakeholders

Recovery / Return to Normal Operations

Department Senior Management
Ensure building is suitable for return to work/staffing (Township Building Official, Fire Services, and Health & Safety Inspection).
Senior Manager
Collect data, incidents reports, etc. to be entered by support staff, light duties staff, etc.
Department designate to contact staff with direction to return/report to regular work station.
Department designate to contact allied agencies with notification of return to normal operating status
Initiate return to work processes.

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IDENTIFIED CRITICAL DEPENDENCIES (General):

The following critical dependencies are identified and will form the basis for continuity planning. While it is recognized that other emergent situations can arise requiring crisis management – the focus of this plan will remain on the following:

Function 1: Loss of Primary Work Location Total loss of work place due to catastrophic event (fire, explosion, structural collapse, quarantine, long term power failure)
Function 2: Loss of Communications Total loss of radio communications. Inability to communicate using existing radio network
Function 3: Loss of Information Technology Total or significant loss of IT resources (computer, email, server, loss of software applications)
Function 4: Loss of Telephone Total loss of telephone services to work locations
Function 5: Loss of Power Long Term power interruption to work locations affecting other critical dependencies (and including ability to refuel fleet) (hydro “blackout”, ice storm, sabotage)
Function 6: Loss of Water and Sanitation Total loss of water/sanitation at Township building due to catastrophic event (compromise of water supply) Total loss of all water and sewage at township building(s) due to structural failure natural/human disaster or building condemnation
Function 7: Loss/Compromise of Personnel Equipment Total or Significant loss of personnel issue equipment (likely due to building compromise) such as radios, and supplies, uniforms, safety clothing or equipment
Function 8: Loss/Compromise of Fleet Total or significant loss of unit fleet (due to catastrophic event or sabotage)
Function 9: Loss/Compromise of Human Resources Total or significant loss of human resources at work location. (pandemic influenza, loss of life or injury as result of catastrophic event, on duty death of member etc)

TIME CRITICAL SERVICES

The Township has identified time critical services and Recovery Time Objective (RTO) for each service provided by the Township of Minden Hills. The RTO is defined as the period of time a function or service can be disrupted without significant impact to the public safety, essential services, production, customer services, revenue or public confidence.

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Office of Department	CATEGORY ONE Immediate Continuous Operations	CATEGORY TWO Vital 1 to 5 days Day RTO	CATEGORY THREE Business Critical < 1 - 2 weeks RTO	CATEGORY FOUR Routine < 1 month RTO	EQUIPMENT REQUIRED	MINIMUM PERSONNEL REQUIRED	ALTERNATE LOCATION PERMITTED YES/NO
CAO	Some form of communication	Website and telephones		Council Meetings	Computer, telephone	2	YES
Finance	Reception	Payroll, banking	Payroll, Accounts Payable	All Finance Dept functions internal/external reports, Council & COTW reports	Computer, telephone	2	YES
Administration	Reception	Burial Permits		All Administration Dept functions issuing marriage licenses, etc.	Computer, telephone, generator	2	YES
IT Department (County of Haliburton)	Refer to the Haliburton County IT Disaster Recovery Plan				Refer to the County of Haliburton IT Disaster Recovery Plan		
Human Resources	Health and Safety, recruitment of key personnel if necessary	Employee Support, WSIB		All HR Functions	Computer, telephone	1	YES
Roads	Minimum road maintenance standards, road closure, removal of obstructions and reception	Minimum road maintenance standards	Minimum road maintenance standards, road patrols	Minimum road maintenace standards, road patrols and return to all Road Dept functions	Computer, telephone, trucks and heavy equipment, signage and barricades	6	YES
Building, By-law and Planning	Reception, Telephones	Telephone, 1-2 days to perform inspections	Minimum 10 days to issue building permits or advise why permit cannot be issued	Return to all Building, By-law and Planning Dept functions	Computer, telephone, pick up trucks	2	YES
Community Services	Reception, cemetery functions, park and facility closures			Return to all Community Services Dept functions	Computer, telephone, generator, pick up trucks, heavy equipment, signage and barricades (Evacuation Centre)	5	YES
Environmental and Property Operations	Water and sewer operations (refer to the Operation Plan)	Landfill		Return to all Environmental and Property Operations Dept	Computer, telephone, generator, pick up truck	2	NO
Fire	Respond to all calls			Return to all Fire Dept functions	Computer telephone, fire trucks and fire related equipment	10	YES