

# LOCAL CONTINUITY PLANNING HANDBOOK



**A GUIDANCE HANDBOOK TO ASSIST LOCAL JURISDICTIONS IN THE DEVELOPMENT OF CONTINUITY OF GOVERNMENT AND CONTINUITY OF OPERATIONS PLANS, COUNTERPART TO AND IN SUPPORT OF THE MICHIGAN CONTINUITY OF GOVERNMENT PLAN.**

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## APPROVALS

This Local Continuity Planning Handbook was prepared by the Michigan Department of State Police / Emergency Management and Homeland Security Division (MSP/EMHSD) to provide guidance to aid local jurisdictions (and tribal governments) in the development of a Continuity of Government (COG) Plan, counterpart to and in support of the Michigan Continuity of Government Plan (MCOGP), and Continuity of Operations Plans (COOPs) for identified Essential Functions. The MSP/EMHSD will maintain this handbook and revise it when required by changes in internal or external conditions. The provisions contained in this handbook comply with the Michigan Constitution of 1963 and applicable State of Michigan and federal laws, policies, rules, and regulations in place at the time of writing. The handbook is also consistent and compliant with the National Incident Management System (NIMS) and supports continuity recommendations provided by the U.S. Department of Homeland Security. In addition, it also meets current (at the time of this writing) Continuity of Operations (COOP) and Continuity of Government (COG) Standards under the Emergency Management Accreditation Program (EMAP). The MSP/EMHSD will distribute this handbook to the stakeholders listed below that may benefit from or be affected by its implementation.

## DISTRIBUTION LIST\*

### **Federal Government Stakeholders:**

U.S. Department of Homeland Security (DHS) / Federal Emergency Management Agency (FEMA), Region V – Chicago: for reference and/or distribution to other states as deemed appropriate

### **State Government Stakeholders:**

MSP/EMHSD command staff and selected support staff: for reference and/or distribution to stakeholders as deemed appropriate

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### **Local Government Stakeholders:**

All emergency management program jurisdictions under 1976 PA 390, as amended: to provide guidance to aid in the development of local continuity plans, and for distribution to stakeholders as deemed appropriate

### **Nongovernmental Organization Stakeholders:**

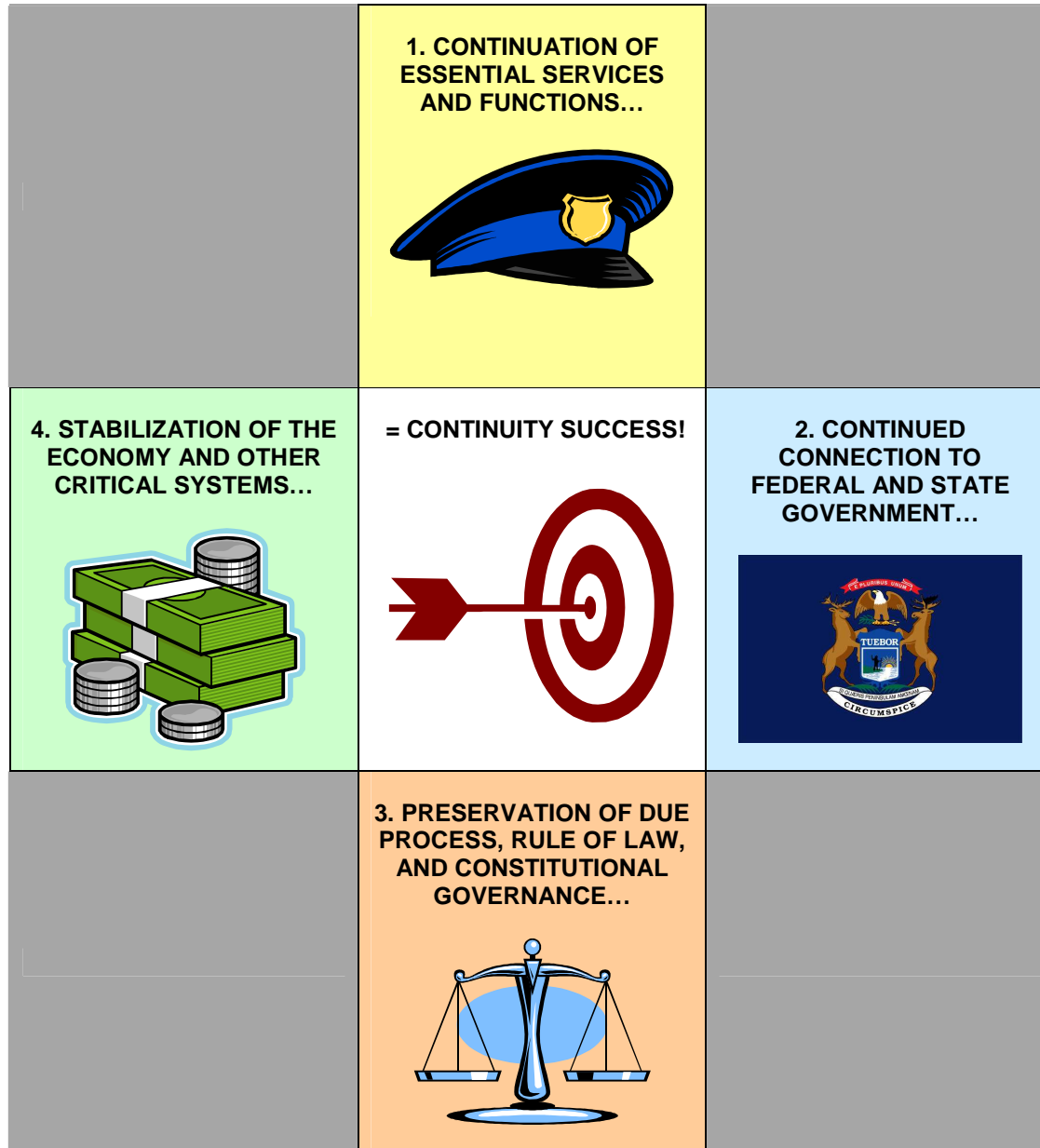
Michigan Voluntary Organizations Active in Disaster (MIVOAD): for reference and/or distribution to member agencies / organizations as deemed appropriate

American Red Cross (ARC) – Michigan: for reference and/or distribution to local chapters as deemed appropriate

Michigan Citizen Corps: for reference and/or distribution to local Citizen Corps Councils as deemed appropriate

(\*Names / contact information for stakeholders is maintained in the MSP/EMHSD files.)

**CONTINUITY PLANNING ENSURES THE SAFETY AND SECURITY OF MICHIGAN'S CITIZENS AND THE CONTINUED FUNCTIONING OF MICHIGAN'S GOVERNMENTS IN TIME OF CATASTROPHE**



## ACRONYM GUIDE

The following acronyms are used in this plan. For consistency and brevity purposes, acronyms are used extensively for frequently appearing terms once they have been initially identified in the plan text. Certain terms may not have an acronym if an acronym is not commonly used in place of the term or using an acronym would prove unnecessarily confusing for plan readers.

AAA.....	Area Agency on Aging
AAR .....	After-Action Report
AEOC.....	Alternate Emergency Operations Center
AOF .....	Alternate Operating Facility
ARC .....	American Red Cross – Michigan
ASG .....	Alternate Seat of Government
BIA.....	Business Impact Analysis
BPA.....	Business Process Analysis
CGC.....	Continuity Guidance Circular
COG.....	Continuity of Government
COOP .....	Continuity of Operations Plan (or Planning)
DERG.....	Devolution Emergency Relocation Group
DHS .....	U.S. Department of Homeland Security
DRC .....	Disaster Recovery Center
DWG .....	Devolution Working Group
EMAC.....	Emergency Management Assistance Compact
EMAP.....	Emergency Management Accreditation Program
EMC.....	Emergency Management Coordinator
EOC .....	Emergency Operations Center
EOP .....	Emergency Operations Plan
ERG .....	Emergency Relocation Group
ESF .....	Emergency Support Function
FEMA.....	Federal Emergency Management Agency
HSPD.....	Homeland Security Presidential Directive
HSPD-20.....	Homeland Security Presidential Directive 20, “National Continuity Policy,” May 9, 2007
IAP .....	Incident Action Plan
IC .....	Incident Commander
ICP.....	Incident Command Post
ICS / IMS.....	Incident Command System / Incident Management System
IT .....	Information Technology
JFO .....	Joint Field Office
JIC .....	Joint Information Center
JIT / JPIT.....	Joint Information Team (a.k.a., Joint Public Information Team)
LSB.....	Legislative Service Bureau
MCOGP .....	Michigan Continuity of Government Plan
MDTMB.....	Michigan Department of Technology, Management and Budget
MEF .....	Mission Essential Function
MEMAC.....	Michigan Emergency Management Assistance Compact
MEMP .....	Michigan Emergency Management Plan

MIVOAD.....Michigan Voluntary Organizations Active in Disaster  
 MSP/EMHSD.....Michigan (Department of) State Police, Emergency Management and Homeland Security Division  
 NEF.....National Essential Function  
 NGO.....Nongovernmental Organization  
 NIMS.....National Incident Management System  
 NRF.....National Response Framework  
 NSPD-51.....National Security Presidential Directive 51, "National Continuity Policy," May 9, 2007  
 OFIR.....Office of Financial and Insurance Regulations (within the Michigan Department of Insurance and Regulatory Affairs)  
 PA / PAGP.....Public Assistance / Public Assistance Grant Program  
 PIO.....Public Information Officer  
 PMEF.....Primary Mission Essential Function  
 RPO.....Recovery Point Objective  
 RRCC.....Regional Response Coordination Center  
 RTO.....Recovery Time Objective  
 SCAO.....State Court Administrative Office  
 SEOC.....State Emergency Operations Center  
 TTE.....Testing, Training and Exercising  
 UC.....Unified Command

Executive Office / Executive Branch.....(no acronyms used)  
 Local Courts (Judiciary / Judicial Branch).....(no acronyms used)  
 Local Legislative Body / Legislative Branch.....(no acronyms used)

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## INTRODUCTION AND GENERAL INSTRUCTIONS

Implementation of continuity planning at the local (and tribal) government level in Michigan is based in part on this planning guidance handbook, MSP/EMHSD Publication 110a, which addresses both Continuity of Government (COG) Planning and Continuity of Operations Planning (COOP). MSP/EMHSD Publication 110a is a logical planning extension of the Michigan Continuity of Government Plan (MCOGP), MSP/EMHSD Publication 110, to better ensure that continuity plans developed by Michigan's local and tribal governments are counterpart to and consistent with the MCOGP. This is achieved largely through use of common (consistent) terminology, development of common continuity organizational structures, and adoption of common procedures. The handbook content is based on three primary sources: 1) federal Continuity of Guidance Circular 1 (CGC 1), "Continuity Guidance for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations);" 2) 1976 Michigan Public Act 390, as amended, the Michigan Emergency Management Act; and 3) the Michigan Constitution of 1963. Additional information sources were used where appropriate but these three sources provided the bulk of the foundational information for development of the handbook.

Although there are differences between COOP and COG Planning, there are enough similarities to allow a single planning handbook to address both subjects. For all intents and purposes, the two efforts (COG and COOP) attempt to achieve the same end result; that is, the continued effective functioning of government and governmental agencies. Both COOP and COG Planning call for identification and prioritization of Essential Functions, identification of Orders of Succession and Delegations of Authority, identification and management of Vital Records, implementation of resilient information technology (IT) and communication systems, identification of Alternate Facilities, and having a trained Emergency Relocation Group (ERG) responsible for relocating and restoring Essential Functions at identified Alternate Facilities.

The primary difference between the two efforts is really a matter of degree. COOP is primarily concerned with the ability of individual departments and agencies to continue to operate and to relocate and restore Essential Functions in time of emergency or catastrophe. In that regard, this handbook provides instructions and a template to aid local or tribal government departments and agencies (e.g., County Drain Commission, City Fire Department, Local Transit Agency, etc.) in the development of a COOP, counterpart to and in support of the COG Plan, which focuses on the continuation of Essential Functions and critical operational missions. Essential Functions are those activities that refer to the primary mission of the departments and agencies that impact public health, safety, and welfare as well as economic stability and prosperity.

COG Planning goes beyond the department and agency level and addresses the ability of the three branches of government (Executive, Legislative and Judicial) to survive and effectively work together to ensure the continuation of Constitutional and legal governance. COG Planning builds upon and complements the COOP efforts of the three governmental branches: the individual executive departments and agencies; the local courts; and the legislative body (i.e., City or Municipal Council, County Board of Commissioners). In that regard, this handbook provides instructions and a template to use in the development of a COG Plan by local units of government (i.e., counties, cities, townships and villages) and tribal governments, counterpart to, consistent with and in support of the MCOGP. The COG plan is more of an overarching continuity plan that looks at those government functions that are 1) Constitutionally and/or legally mandated (e.g., processes for protecting civil rights, conducting elections, maintaining separation of powers, ensuring appropriate checks and balances), or 2) involving more than one governmental branch and/or multiple departments / agencies (e.g., budgeting, taxation, purchasing).

From a process perspective, the intent with this handbook is for County, Tribal or Local Emergency Management Coordinators (EMCs) to lead and coordinate the overall continuity planning effort within their respective jurisdictions – as most already do for general emergency planning and many do for hazard mitigation planning. COG Plans and COOPs developed under this leadership framework are more likely to be realistic, accepted, and adequately coordinated with other emergency elements in the jurisdiction. Local units of government and tribal governments that are already a Support Jurisdiction under the County's Emergency Operations Plan (in accordance with 1976 PA 390, as amended, R 30.51, or by Memorandum of Agreement with a Tribe) may want to complete their own COG Plan and then cross-reference the plan within the County's COG Plan. The EMC may want to distribute and delegate the completion of COOPs to the various departments and agencies within their jurisdiction which are responsible for the restoration of Essential Functions. Collectively, the COG Plan(s) and COOPs should effectively span the jurisdiction's area of governance and service.

This handbook has been designed to facilitate rapid continuity plan development by including the following features:

- The ability to use the Microsoft Word “Find and Replace” function to locate and replace standard example narrative with jurisdiction-specific narrative, thereby quickly and efficiently turning the handbook planning template into an actual plan for the jurisdiction.
- A suggested plan format that is generally consistent with other MSP/EMHSD local emergency planning guidance publications (e.g., disaster debris management), thereby allowing for increased standardization of function-specific emergency support plans.
- Attachments with easily customizable forms, tables and checklists. The electronic copies of the forms, tables and checklists can be readily amended and populated with appropriate information to meet the specific needs of individual jurisdictions.
- Suggested plan narrative that addresses the content recommendations specified in the FEMA CGC 1 document and current (at the time of this writing) COOP and COG Standards under the Emergency Management Accreditation Program (EMAP). In addition, the narrative is also consistent with the National Incident Management System (NIMS), MSP/EMHSD Publication 201, “Local Emergency Planning Workbook,” and the operational and organizational aspects of the MCOGP. As a result, continuity plans developed using this handbook should meet current federal and state continuity planning expectations and greatly enhance intergovernmental coordination during a continuity incident.

Using MSP/EMHSD Publication 110a as guidance will help standardize continuity plan development in Michigan, aid in plan implementation, and bring about a consistent approach to continuity planning as a critically important functional element of catastrophic incident preparedness.

#### INSTRUCTIONS FOR RAPID DOCUMENT CUSTOMIZATION USING MICROSOFT “FIND AND REPLACE” TOOL

Publication 110a has been set up to make it easy to rapidly edit / customize portions of the text for the COG plan and COOPs using the standard Microsoft Word “Find and Replace” tool under the “Edit” function. To the extent possible, standard narrative has been used in the “fill-in-the-blank” locations throughout the document. By following the chart below, it should be relatively easy to complete a number of edits simultaneously by simply typing in the words to “Find” and then using the “Replace” tool to insert the correct wording to fit the jurisdiction’s needs and circumstances. Keep in mind that this does NOT relieve the plan developer of the responsibility to carefully review and edit the document. The Microsoft Word “Find and Replace” tool is an excellent editing aid but it is not foolproof. For example, one misplaced letter in a word will render the tool useless. However, with careful use it does make it easier to make those routine word changes that may appear in multiple locations throughout the document. The following table provides a listing of those “fill-in-the-blank” locations that can most easily be addressed using the “Find and Replace” tool:

Type in the “Find” Box (with parentheses, as appropriate):	Type in the “Replace” Box (without parentheses):
(name of jurisdiction)	The jurisdiction name – e.g., <b>City of Lansing</b> (*see note below)
(title of chief elected official)	The specific title of the Chief Elected Official for the jurisdiction – e.g., <b>Mayor, County Executive</b>
(name of legislative body)	The name of the body responsible for developing legislation for the jurisdiction – e.g., <b>Board of Commissioners, City Council</b>
(Sheriff / Chief of Police)	The title of the chief law enforcement official for the jurisdiction – i.e., <b>Sheriff</b> for county or <b>Chief of Police</b> for municipality
(insert correct title of EMC)	The correct title of the Emergency Management Coordinator – e.g., <b>Emergency Management Coordinator, Emergency Manager, Emergency Program Manager, Emergency Services Director, Emergency Management Director, Emergency Management and Homeland Security Director</b>
(name of technical department / agency)	The name of the local department / agency that handles communications, IT systems, logistical and facility-related issues for the jurisdiction – e.g., <b>General Services Department, Technology Department, etc.</b>

\*For the purposes of this guidance document and the planning effort it facilitates, the term “jurisdiction” means the county or municipal emergency management program established pursuant to 1976 PA 390, as amended, and its implementing administrative rules, or a state or federally recognized and certified Indian Tribe.



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## (NAME OF JURISDICTION) CONTINUITY OF GOVERNMENT (COG) PLAN EXECUTIVE SYNOPSIS

**Explanatory Note:** This Executive Synopsis is provided for a COG Plan but could easily be revised to describe a COOP. To save space, only this COG Plan example is provided.

**PURPOSE:** Provide an organizational and operational framework to ensure the continuation of Constitutional and legal governance within [\(name of jurisdiction\)](#), subsequent to a catastrophic disaster, emergency, or other incident. This plan addresses all three branches (Executive, Judicial, and Legislative) of [\(name of jurisdiction\)](#) government, in accordance with standards and guidelines prescribed by the federal Department of Homeland Security (DHS) and Federal Emergency Management Agency (FEMA) and set forth in relevant provisions of the Michigan Constitution of 1963 (e.g., Article III, Section 2, Separation of Powers of Government; Article IV, Section 39, Continuity of Government in Emergencies; Article VII, Local Government; etc.), relevant Michigan statutes and the Michigan Continuity of Government Plan (MCOGP).

**SCOPE:** Activities related to the: 1) coordinated and timely relocation of [\(name of jurisdiction\)](#)'s three branches of government to an Alternate Seat of Government (ASG); 2) protection of the safety and health of [\(name of jurisdiction\)](#) residents; 3) protection and continuation of Constitutionally-mandated government processes; 4) protection and continuation of Constitutionally-mandated elections to ensure a stable democracy; 5) stabilization of the economy and economic institutions within [\(name of jurisdiction\)](#); 6) protection and continued availability of vital records, resources and assets; 7) continuation of Essential Functions of [\(name of jurisdiction\)](#)'s government; and 8) reconstitution of [\(name of jurisdiction\)](#)'s government once the disaster, emergency or incident has been effectively addressed.

**INITIATING CONDITIONS:** This plan will be initiated upon the event of a catastrophic disaster, emergency or other incident that significantly impacts [\(name of jurisdiction\)](#) to the extent that effective and timely functioning of [\(name of jurisdiction\)](#)'s government is not possible without appropriate continuity measures.

**DEVELOPMENT:** The [\(insert correct title of EMC\)](#) and [\(name of jurisdiction\)](#) COG Team are responsible for development of the COG Plan. The [\(insert correct title of EMC\)](#) will request applicable [\(name of jurisdiction\)](#) departments and agencies to develop a Continuity of Operations Plan (COOP) for their Essential Functions using MSP/EMHSD Publication 110a (or similar guidance). All COOPs will be cross-referenced to the [\(name of jurisdiction\)](#) COG Plan. Similarly, the [\(insert correct title of EMC\)](#) may request that local support jurisdictions of [\(name of jurisdiction\)](#) complete their own COG Plan (also using Publication 110a or similar) with the stipulation that such plans be appended to the [\(name of jurisdiction\)](#) COG Plan. See **Attachment 1**.

**INVOLVED ENTITIES:** All areas of [\(name of jurisdiction\)](#) government have roles and responsibilities in a COG operation. However, the following sectors of [\(name of jurisdiction\)](#) government and nongovernmental organizations (NGOs) have been specifically identified as having particularly key support roles and responsibilities in the planning for and/or implementation of a COG operation:

- Executive offices [\(list those included under this heading\)](#)
- Legislative body [\(indicate name of legislative body, i.e., Board of Commissioners, City Council or similar\)](#)
- Local courts [\(list those included under this heading, i.e., District, Circuit, Probate and/or Municipal\)](#)
- Departments and agencies [\(list those included under this heading, e.g., Water Department, Public Safety Department, Area Agency on Aging\)](#)
- Emergency Management and Homeland Security Office [\(indicate correct name of office if different\)](#)

**Explanatory Note:** Customize the above bulleted list to fit the jurisdiction's organizational structure and to provide correct names.

**INVOLVED FACILITIES:** Depending on incident circumstances, the following major facilities may be activated / established in a COG operation:

- [\(name of jurisdiction\)](#) Emergency Operations Center (EOC) or alternate Emergency Operations Center (AEOC)
- [\(name of jurisdiction\)](#) Alternate Seat of Government (ASG)
- [\(name of jurisdiction\)](#) alternate facilities (Alternate Operating Facilities – AOFs) for governmental departments / agencies (as designated in COOPs)
- State Emergency Operations Center (SEOC) or Alternate State Emergency Operations Center (ASEOC)
- State of Michigan Alternate Seat of Government (ASG)
- State of Michigan alternate facilities (AOFs) for state departments / agencies (as designated in department / agency and/or Branch COOPs)
- Federal Mobilization Centers – federally-selected / managed facilities for federal resource mobilizations
- Joint Field Office (JFO) – federally-selected / managed facility with state and local representation (activated ONLY in the event of a federal Stafford Act emergency or major disaster declaration under PL 93-288, as amended)

**Explanatory Note:** This list focuses specifically on the COG function and is not intended to be all-inclusive. In a catastrophic incident, a number of other support facilities may be activated / established for a variety of specific operational purposes. For example, disaster logistics management facilities may be activated / established if there is a need to coordinate and distribute large quantities of disaster commodities to meet the short- and/or long-term recovery and basic life sustainment needs of the affected population. Details on other types of function-specific facilities are contained in the appropriate support plans or annexes to the jurisdiction's Emergency Operations Plan.

**MISSION:** Upon request of the State and/or federal government and/or as incident circumstances dictate, [\(name of jurisdiction\)](#) will provide for a COG process in accordance with the provisions set forth in the [\(name of jurisdiction\)](#) COG Plan. Associated activities (pre-, trans- and post-incident) may include but are not limited to any or all of the following (not necessarily listed in sequential order):

- Pre-screen ASG and AOF locations for their suitability, addressing the security, safety, communications, IT and utility support needed to activate the sites.
- Identify and prioritize Essential Functions performed within [\(name of jurisdiction\)](#).
- Maintain a vital records inventory and pre-determine how vital records will be made readily accessible during a continuity incident.
- Identify Orders of Succession and Delegations of Authority for key officials and key individuals responsible for delivering Essential Functions.
- Develop and monitor key performance metrics that demonstrate continuous improvement in the capability of [\(name of jurisdiction\)](#) and supporting tribal or local governments (as applicable) in restoring Essential Functions in a manner that minimizes the consequences of a lost function or service.
- Conduct testing, training and exercise activities on an as-needed basis to ensure that continuity personnel are knowledgeable of continuity policies and implementation procedures.
- Embrace a continuity management system approach whereby a deviation in procedure or intended performance improvement results in corrective actions being issued along with an implemented corrective measure.
- Implement the COG Plan and applicable COOPs in a timely manner when a continuity incident occurs.
- When incident conditions dictate, relocate the local seat of government to an ASG, protected from incident impacts.
- When incident conditions dictate, relocate local departments / agencies to an AOF (or AOFs), protected from incident impacts.
- Restore Essential Functions in a timely manner and continue to provide them as required by incident circumstances and operational needs.
- Communicate and coordinate with the State, supporting tribal and local governments, nongovernmental and private sector stakeholders on the COG Plan implementation.
- As needed, contact and coordinate with the MSP/EMHSD to obtain required technical and/or materiel assistance for the COG operation and/or to meet the life sustainment needs of the affected [\(name of jurisdiction\)](#) population due to the continuity incident.
- Identify essential resources (i.e., personnel, supplies / materials, facilities and equipment) needed to restore Essential Functions.



- Contact and coordinate with the MSP/EMHSD if an emergency or major disaster declaration request under the federal Stafford Act is being considered (or has been granted) due to incident conditions and/or a loss of state and/or local Essential Functions that undermine the State's ability to support the National Essential Functions as outlined in Homeland Presidential Directive 20 / National Security Presidential Directive 51.
- If a federal Stafford Act declaration is granted for Public Assistance, work with the MSP/EMHSD to develop project worksheets for and manage / administer grants under the federal Public Assistance Grant Program (PAGP) to fund appropriate elements of the [\(name of jurisdiction\)](#) COG operation and/or to provide direct federal assistance to the jurisdiction (via mission assignment) for the preservation of public health and safety and protection of property and the environment.
- Activate the [\(name of jurisdiction\)](#) COG Team as part of the EOC/AEOC organizational structure to coordinate continuity operations.
- Procure transportation resources capable of relocating designated personnel and/or support materials to the ASG and AEOC.
- Develop work schedules and a communications plan, health and safety plan, and public information plan for personnel involved in continuity operations.
- Conduct a Business Impact Analysis and Business Process Analysis to identify and prioritize essential resources needed to restore Essential Functions.
- Assist in developing and disseminating public information releases about the incident and continuity operations in accordance with the established public information plan.
- Implement contracts with assistance providers (e.g., under the MEMAC, procured through the private sector or nongovernmental organizations, etc.) in a manner consistent with federal, state and [\(name of jurisdiction\)](#) guidelines and requirements.
- Monitor federal, state, and supporting tribal and local government continuity operations throughout the incident operational period.
- As incident conditions improve, determine the appropriate time to declare a cessation of continuity operations and to begin the reconstitution of [\(name of jurisdiction\)](#) government in the normal seat of government (or another designated location).
- Conduct an after-action review process to identify operational shortfalls and possible corrective measures to improve future continuity capabilities.

**EXECUTION:** As incident circumstances dictate and/or upon request of the State and/or federal government, [\(name of jurisdiction\)](#) will implement the [\(name of jurisdiction\)](#) COG Plan. The [\(title of chief elected official\)](#) will authorize activation of the [\(name of jurisdiction\)](#) COG Team and it will become part of the EOC structure. The [\(insert correct title of EMC\)](#) and the COG Team will oversee and monitor implementation of the COG Plan. If circumstances require relocation of the governmental structure and resources from [\(name of jurisdiction\)](#), an AEOC and ASG will be established. The COG Team will coordinate with the Executive, Judicial, and Legislative Branches of [\(name of jurisdiction\)](#) government in the establishment and operation of the ASG. The COG Team will manage the ASG (in conjunction with the three branches) and the various involved departments / agencies and NGOs will be tasked to provide technical and/or material assistance to the ASG and AEOC as required. The [\(name of jurisdiction\)](#) departments / agencies will continue to provide Essential Functions and services to [\(name of jurisdiction\)](#) residents in accordance with their established COOPs. Depending on incident circumstances, these services may be provided from each department's / agency's designated AOF.

A continuity incident will likely be prolonged and severe; therefore, supplemental commodities from the state and federal government, NGOs, and private sector entities may be required to support the COG operation and the incident response / recovery. The MSP/EMHSD is the lead agency for logistics management within the State of Michigan, and the lead agency for coordination with FEMA. As such, the MSP/EMHSD will coordinate all logistics management teams / centers, and coordinate with FEMA if a federal Stafford Act declaration is required to meet the extraordinary burdens of the incident response / recovery. If such a declaration is granted, the MSP/EMHSD will also work with FEMA to coordinate Public Assistance (PA) and/or Individual Assistance (IA) programs. [\(Name of jurisdiction\)](#), along with its NGO partners, will provide materials and/or other assistance to residents as required. The COG Team will close out COG operations at the ASG and other activated facilities once the initiating incident conditions have been adequately addressed to allow relocation of the government back to its primary sites (or other designated locations) and a resumption of normal governmental operations.

**TIME FRAME:** This plan will be implemented during the response phase of the initiating incident. The duration of the COG operation will be dictated primarily by the nature and severity of the initiating incident and the ability of (name of jurisdiction) to respond to and recover from it. Depending on the nature of the incident, factors at the state, national, or international levels – many beyond the control of (name of jurisdiction) – may significantly influence incident severity and duration. It is likely that the COG operation will last from several days to possibly several months or more. Conditions of the (name of jurisdiction) government buildings and systems will determine the length of the COG operation and how rapidly government can be reconstituted. Financial / grant management activities under the federal PA / IA programs (if a federal Stafford Act declaration is granted and programs are implemented) may continue for several months to possibly several years after incident occurrence (depending on the nature, scope, magnitude and duration of the federal assistance operation).

**PLANNING COORDINATION WITH STATE AND OTHER JURISDICTIONS:** It is assumed that most, if not all county and municipal emergency management program jurisdictions in Michigan (under 1976 PA 390, as amended) will have developed COG plans based on the guidance provided by this publication (or similar) and related support materials. The organizational and operational structures, systems and processes described in the local plans should be consistent with those described in the MCOGP. This coordinated planning effort is critically important to the ultimate success of the joint local-state COG operation.

**COMMAND AND CONTROL:** The (name of jurisdiction) Emergency Management Office is the primary coordinating agency for EOC/AEOC and local COG operations, as prescribed in the (name of jurisdiction) EOP and COG Plan. The (name of technical department / agency) will provide technical, administrative, logistical and operational assistance to the Emergency Management Office. The Emergency Management Office will coordinate with the Executive, Judicial and Legislative Branches and the (name of technical department / agency) in the establishment and operation of the ASG. The ASG will be managed under a Unified Command structure. The various involved departments / agencies and NGOs (as tasked in this plan) will provide technical and/or materiel assistance to the ASG and EOC/AEOC as required. The departments / agencies and NGOs may receive additional COG task assignments from the Emergency Management Office and/or Unified Command structure, as (unforeseen) incident circumstances dictate.

Involved NGOs and private sector entities will maintain management control over their personnel and resources through their own internal management structures. If the continuity incident results in a federal Stafford Act declaration (a strong likelihood) and includes the (name of jurisdiction), the implementation and management of Public Assistance Grant Program (PAGP) grants by (name of jurisdiction) will be in accordance with the Federal-State Agreement signed for the declaration and current federal and state PAGP guidance, rules and regulations. The Emergency Management Office will designate a local official to coordinate with the MSP/EMHSD and FEMA in the provision of PA funding to cover eligible costs of the COG operation and related emergency protective measures for the incident. Support (i.e., coordinative, advocacy, technical, administrative, etc.) for PA implementation, if conditions allow for such support, will be provided by the MSP/EMHSD and other state departments as specified in the MEMP and State Administrative Plan for the PAGP.

**CLOSEOUT:** The Emergency Management Office and the Executive, Judicial and Legislative Branches will close out COG operations once the initiating conditions have been adequately addressed to allow relocation back to the (name of jurisdiction) governmental complex(es) or other designated location and a resumption of normal governmental operations. COG operations will be closed out based on local conditions and will be done in accordance with the provisions set forth in the COG Plan. If the incident results in a federal Stafford Act declaration (a strong likelihood), PAGP grant management activities may continue for several months to possibly several years after incident occurrence (depending on the nature, scope, magnitude, and duration of the COG operation). The Emergency Management Office will coordinate any post-event audit activities with federal and state auditors, as required.

## **(NAME OF JURISDICTION) CONTINUITY OF GOVERNMENT PLAN**

### **PLAN PURPOSE AND SCOPE**

This plan provides an organizational and operational framework for (name of jurisdiction) to ensure the continuation of Constitutional and legal governance within (name of jurisdiction), subsequent to a catastrophic disaster, emergency or other incident. This plan includes all three branches (Executive, Judicial and Legislative) of (name of jurisdiction) government.

Natural, technological and human-caused hazards have the ability to create disastrous conditions which can disrupt the operation of Essential Functions of (name of jurisdiction) government and cause severe damage and impacts to the population, environment, infrastructure, homes and businesses, and governmental structures. This plan will address possible threats to (name of jurisdiction) that directly affect its ability to carry out Essential Functions, and prescribe a plan of action to ensure that Essential Functions are restored in a timely manner and the (name of jurisdiction) governmental framework is preserved during the time of crisis.

Implementation of this plan will be coordinated by the (name of jurisdiction) Continuity of Government (COG) Team, composed of representatives of the Executive, Judicial and Legislative Branches of (name of jurisdiction) government. This COG Plan is counterpart to and supports the Michigan Continuity of Government Plan (MCOGP), developed and implemented by the Michigan State Police / Emergency Management and Homeland Security Division (MSP/EMHSD) to ensure the continuation of Constitutional and legal governance at the state government level and to provide supplemental state assistance to local / regional COG operations where feasible.

The COG activities outlined in this plan are designed to:

- Coordinate the timely relocation of the Executive, Judicial, and Legislative Branches of (name of jurisdiction) government to an Alternate Seat of Government (ASG) when required by incident conditions.
- Coordinate the relocation of key (name of jurisdiction) departments and agencies to an Alternate Operating Facility (AOF), or AOFs, so that identified Essential Functions can be restored and continued in a timely manner.
- Provide for the continued safety and health of (name of jurisdiction) residents.
- Provide for the protection and continuation of Constitutionally- and/or legally-mandated Executive, Judicial, and Legislative processes.
- Provide for the protection and continuation of Constitutionally-mandated elections to ensure a stable democracy.
- Stabilize the economy and economic institutions within (name of jurisdiction).
- Provide for the protection and continued availability of vital records, resources and assets.
- Make visible (name of jurisdiction)'s leadership and key institutions, maintaining the trust and confidence of (name of jurisdiction)'s citizens in their local government.
- Provide for the reconstitution of (name of jurisdiction) government once the disaster, emergency or incident has been effectively addressed.
- Determine the testing, training and exercise requirements for those personnel involved in restoring (name of jurisdiction) Essential Functions.

(Name of jurisdiction) is obligated – under the basic principles of comprehensive emergency management and by political realities – to maintain a viable governmental framework to ensure that needed governmental services can be provided in a time-sensitive and organized manner and Essential Functions can continue unencumbered by external conditions. This is particularly true for those governmental processes and services that directly affect the stability of key governmental and economic institutions, the safety and health of the public, the preservation of law and due process, and the continuation of Constitutionally- and/or legally-mandated functions that ensure a stable democracy.

This plan defines and assigns the policies, procedures, responsibilities and methods that will help ensure COG in (name of jurisdiction) subsequent to a catastrophic disaster, emergency or other incident occurring within and/or significantly affecting (name of jurisdiction). The plan:

- Sets forth the administrative organization and responsibilities of local officials, departments and agencies for continuity operations.
- Establishes coordination and liaison procedures with the MSP/EMHSD and other applicable state departments / agencies, the Federal Emergency Management Agency (FEMA), nongovernmental organizations (NGOs), business and industry, and the media.
- Establishes methods and procedures for articulating the needs, desires and requirements for continuity operations.
- Establishes administrative procedures for the organization of personnel and equipment for continuity operations.
- Establishes a lead agency for continuity activities and a COG Team.
- Establishes the COG function within the Emergency Operations Center (EOC) structure.
- Establishes the policies to ensure resumption of local executive, judicial and legislative proceedings as well as the conduct of elections.
- Provides for the establishment of an ASG when dictated by incident conditions.
- Provides for the establishment of Orders of Succession and Delegations of Authority for key officials.
- Identifies and prioritizes Essential Functions for [\(name of jurisdiction\)](#) governmental departments and agencies.
- Provides for the identification and management of vital records, resources and assets.
- Provides for the establishment of a continuity management program which includes a testing, training and exercise element with a periodic review process.

## **AUTHORITIES AND REFERENCES**

### **Local Authorities and References.**

- [\(Provide reference to local emergency management ordinance and COG enabling authority / ordinance\)](#)
- [\(Provide reference to local Emergency Operations Plan / Emergency Action Guidelines\)](#)
- [\(Provide reference to local adoption document for the National Incident Management System \[NIMS\]\)](#)

**Note:** List other ordinances, polices or references that may have relevance to the COG Plan or COOP. In general, consider those items that refer to Orders of Succession for key officials, Delegations of Authority (in an emergency), storage and protection of vital records, disaster recovery plans, pre-designated alternate facilities (in the event a primary facility is lost), emergency communications and notifications, and existing continuity or catastrophic planning documents. Summarize the relevance of these ordinances, policies and procedures to the COG Plan or COOP in this section of the plan.

### **State Authorities and References.**

- Michigan Constitution of 1963, specifically but not limited to Article VII (Local Government) and Article IV, Section 39 (Continuity of Government in Emergencies)
- Michigan Emergency Management Plan
- Michigan Continuity of Government Plan
- Act 390, Public Acts of 1976, the Emergency Management Act, MCL 30.401-30.421
- Act 302, Public Acts of 1945, the Emergency Powers of the Governor Act, MCL 10.31-10.33
- Act 202, Public Acts of 1959, the Emergency Interim Executive Succession Act, MCL 31.1-31.15
- Act 303, Public Acts of 2000, the Emergency Interim Local Succession Act, MCL 31.104-31.105
- Act 227, Public Acts of 1963, the Emergency Interim Judicial Succession Act, MCL 691.971-691.977
- Act 116, Public Acts of 1954, the Michigan Election Law, MCL 168.1-168.992
- Act 207, Public Acts of 1941, the Fire Prevention Code, MCL 29.1-29.34
- Act 368, Public Acts of 1978, the Public Health Code, MCL 333.1101-333.25211
- Act 191, Public Acts of 1982, the Declaration of a State of Energy Emergency Act, MCL 10.81-10.89

- Act 232, Public Acts of 1978, the Suspension of Business of Banks and Savings and Loan Associations Act, MCL 487.941-487.946
- Act 150, Public Acts of 1967, the Michigan Military Act, MCL 32.501-32.851
- Act 247, Public Acts of 2001, the Interstate Emergency Assistance Compact Act, MCL 3.991-3.994
- Act 466, Public Acts of 1988, the Animal Industry Act, MCL 287.701-287.747
- Act 451, Public Acts of 1976, the Revised School Code, MCL 380.1-380.1853
- Executive Directive 2005-9 (September 29, 2005), "Adoption of the National Incident Management System for Emergency Incident Management in Michigan"
- Michigan Court Security Manual (Michigan Supreme Court / State Court Administrative Office)

### **Federal Authorities and References.**

- Homeland Security Presidential Directive 20 / National Security Presidential Directive 51, "National Continuity Policy," May 9, 2007. Presidential directives 20 and 51 identify eight National Essential Functions which become the primary focus of continuity planning at all levels of government.
- Homeland Security Presidential Directive 5, "Management of Domestic Incidents," February 28, 2003. Presidential Directive 5 establishes a single, nationwide comprehensive incident management system.
- Federal Continuity Directive 1, "Federal Executive Branch National Contingency Program and Requirements," January, 2008 and Federal Continuity Directive 2, "Federal Executive Branch Mission Essential Function and Primary Mission Essential Function Identification and Submission Process," February 2008. These directives, although focused on the implementation of continuity planning within the Executive Branch of the federal government, offer discussion on a broad range of continuity subjects applicable to local government COOPs and COG Plans.
- Federal Continuity Guidance Circular 1 (CGC1), "Continuity Guidance for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations)," January 2009. This continuity guidance document directly focuses on the role local governments are to play in supporting the continuity of the National Essential Functions and provides discussion on the tools and techniques that local governments can use to identify those Essential Functions and support mechanisms that focus disaster recovery on restoring essential local community functions and services in a prioritized manner.
- Federal Continuity Assistance Tool (CAT), "Continuity Assistance Tool for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations)," July 2009. Although designed as a checklist of continuity items federal facilities are expected to adopt, this evaluation tool is also applicable to local governments.
- Public Law 93-288, as amended, the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The Stafford Act outlines the means by which local governments are able to request assistance from the State and federal government when local resources are insufficient to address a disruption in Essential Functions and services.
- National Response Framework (NRF)
- Comprehensive Preparedness Guide (CPG) 101, "Developing and Maintaining Emergency Operations Plans," November 2010

## Definitions.

**ACTIVATION:** When a Continuity of Government Plan, a Continuity of Operations Plan, or a Devolution of Operations Plan are put into motion.

**ALTERNATE OPERATING FACILITY (AOF):** Facilities, other than primary facilities, used to carry out Essential Functions under a Continuity of Operations Plan during a continuity incident.

**Note:** The terms “alternate location,” “alternate facility” and “alternate site” are commonly used in Continuity Plans in addition to or in place of the term “alternate operating facility.” These terms all represent the same type of facility. However, in the Michigan Continuity of Government Plan (MCOGP) and this guidance handbook the term “alternate operating facility or AOF” has been used consistently and in place of these other terms.

**ALTERNATE SEAT OF GOVERNMENT:** For local governments, the Alternate Seat of Government refers to a collective relocation of the central offices of the Executive, Judicial and Legislative Branches to an alternate site to ensure the continuation of Constitutionally- and legally-mandated governance.

**ALTERNATE EMERGENCY OPERATIONS CENTER (AEOC):** The alternate center for coordination of local government response and recovery operations in time of disaster or emergency, activated in the event the primary Emergency Operations Center (EOC) is rendered inoperable for an extended period of time due to incident conditions or other reason. The AEOC is maintained and operated by the [\(name of jurisdiction\)](#) Emergency Management Office.

**BUSINESS IMPACT ANALYSIS:** A method for identifying the effects of failing to perform a function or requirement.

**BUSINESS PROCESS ANALYSIS:** A method of examining, identifying, and mapping the functional process, workflows, activities, personnel expertise, systems, data, and facilities inherent in the execution of a function or requirement.

**CONTINUITY CAPABILITY:** The ability of an organization to continue to perform its Essential Functions using continuity requirements as defined in an organization’s Continuity of Operation and/or Continuity of Government Plans and that have been integrated into an organization’s daily operations with the primary goal of ensuring the preservation of government leadership, control and services in the time of an emergency or disaster.

**CONTINUITY COORDINATORS:** A general term applied to representatives from the Executive, Judicial and Legislative Branches of state government, representatives of the subunits of government, and county/municipal representatives responsible for overseeing development of Continuity of Operations and Continuity of Government Plans within their respective jurisdictions.

**CONTINUITY FACILITIES:** A general term that encompasses alternate facilities or sites, the Alternate Seat of Government, a devolution site as well as non-traditional options such as working at home, telecommuting, or working from a mobile-office.

**CONTINUITY INCIDENT / EVENT:** Any incident that causes an agency, wholly or partially, to relocate to an alternate or continuity site in order to ensure continuance of its Essential Functions. Also may be known as “continuity event.”

**CONTINUITY IMPROVEMENT PLAN:** A part of the Continuity Program Management Cycle that incorporates evaluations (e.g., drills and exercises), After-Action Reports (AARs), and lessons learned into the development and implementation of a Continuity Program.

**CONTINUITY PROGRAM MANAGEMENT CYCLE:** An ongoing cyclical model of planning, training, evaluating, and implementing corrective actions to improve continuity capabilities.



## **CONTINUITY OF GOVERNMENT and CONTINUITY OF OPERATIONS PLANNING:**

**Important notes regarding Continuity of Government (COG) vs. Continuity of Operations Planning (COOP) definitions below:** No universally agreed upon definitions for COG and COOP currently exist. For all intents and purposes, the two efforts (COG and COOP) attempt to achieve the same end result; that is, the continued effective functioning of government and governmental agencies. The primary difference between the two efforts is really a matter of degree. Continuity of Operations Planning is primarily concerned with the ability of individual departments and agencies to continue to operate and provide Essential Functions and services in time of emergency or catastrophe. Continuity of Government planning goes beyond the department / agency level and addresses the ability of the three branches of government (Executive, Judicial, and Legislative) to survive and effectively work together to ensure the continuation of Constitutional and legal governance. Continuity of Government planning builds upon and complements the COOP efforts of the three governmental branches: the individual departments and agencies within the Executive Branch, the courts within the Judicial Branch, and the Legislature (i.e., City or Municipal Council, County Board of Commissioners). For the purposes of this plan, three definitions of COOP and COG are provided from three notable sources: 1) the Emergency Management Accreditation Program (EMAP); 2) Federal Continuity Directive 1 – “Federal Executive Branch National Contingency Program and Requirements,” January 2008; and 3) Federal Continuity Guidance Circular 1 – “Continuity Guidance for Non-Federal Entities,” January 2009. (It should be noted that the CGC-1 guidance for “non-federal entities” uses definitions that are clearly aimed at the federal government. However, because it is the federal government’s current continuity guidance for States and local governments it has been included here for reference.)

### **CONTINUITY OF GOVERNMENT (COG):**

EMAP Standard, September 2007 Edition, Chapter 2 – Definitions, 2.2 – Continuity of Government. Capability to ensure survivability of constitutional and democratic government and the continuity of essential government functions.

Federal Continuity Directive 1, “Federal Executive Branch National Contingency Program and Requirements,” January 2008, Continuity of Government. A coordinated effort within each branch of government (Executive, Judicial, and Legislative) to ensure the eight National Essential Functions as outlined in National Security Presidential Directive 51 / Homeland Security Presidential Directive 20 continue to be performed during a catastrophic emergency.

Federal Continuity Directive 1 also goes beyond the definition of COG and defines Enduring Constitutional Government as a cooperative effort among the Legislative, Executive, and Judicial Branches...with proper respect for the Constitutional separation of powers among the branches, to preserve the Constitutional framework under which the Nation is governed and the capability of all three branches of government to execute their Constitutional responsibilities and provide for the orderly succession, appropriate transition of leadership, interoperability, and support of the National Essential Functions during a catastrophic emergency.

Federal Continuity Guidance Circular 1, “Continuity Guidance for Non-Federal Entities,” January 2009, Continuity of Government. A coordinated effort within the Federal Government’s Executive Branch to ensure that NEFs (National Essential Functions) continue to be performed during a catastrophic emergency.

### **CONTINUITY OF OPERATIONS PLANNING (COOP):**

EMAP Standard, September 2007 Edition, Chapter 2 – Definitions, 2.3 – Continuity of Operations. Capability to continue essential program functions and to preserve essential facilities, equipment and records across a broad range of potential emergencies.

Federal Continuity Directive 1, “Federal Executive Branch National Contingency Program and Requirements,” January 2008, Continuity of Operations. An effort within individual organizations to ensure that mission Essential Functions and primary mission Essential Functions continue to be performed during a wide range of emergencies, including localized acts of nature, accidents, and technological or attack-related emergencies.

Federal Continuity Guidance Circular 1, "Continuity Guidance for Non-Federal Entities," January 2009, Continuity of Operations. An effort within individual agencies to ensure they can continue to perform their MEFs (Mission Essential Functions) and PMEFS (Primary Mission Essential Functions) during a wide range of emergencies, including localized acts of nature, accidents, and technological or attack-related emergencies.

**COUNTY OR LOCAL EMERGENCY MANAGEMENT COORDINATOR (EMC):** A person appointed pursuant to Act 390, PA 1976, as amended, to coordinate emergency management activities for a county or municipal emergency management program. Also commonly called County or Local "Emergency Manager."

**DELEGATION OF AUTHORITY:** Identification, by position, of the authorities for making policy determinations and decisions at the senior levels of an organization and in relation to an organization's Essential Functions. Pre-determined Delegations of Authority will take effect when normal channels of direction have been disrupted and will lapse when these channels are reestablished.

**DEVOLUTION:** The capability to transfer statutory authority and responsibility for Essential Functions from an organizations' primary operating staff and facilities to another organization's employees and facilities, and to sustain that operational capability for an extended period.

**DEVOLUTION SITE:** The relocation of Essential Functions to an Alternate Operating Facility where there has been a complete loss of the primary facility and operating staff, such that the restored Essential Function is operated by a different organizational group or staff completely.

**DEVOLUTION EMERGENCY RELOCATION GROUP (DERG):** The pre-designated group of individuals responsible for restoring an Essential Function at a devolution site such that the individuals are not part of the original primary staff conducting the Essential Function who presumably are unavailable or incapacitated as a result of an emergency or disaster.

**DISASTER:** An occurrence or threat of widespread or severe damage, injury, or loss of life or property resulting from a natural or human-made cause, including, but not limited to, fire, flood, snowstorm, ice storm, tornado, windstorm, wave action, oil spill, water contamination, utility failure, hazardous peacetime radiological incident, major transportation accident, hazardous materials incident, epidemic, air contamination, blight, drought, infestation, explosion, or hostile military or paramilitary action, or similar occurrences resulting from terrorist activities, riots, or civil disorders, as defined in Act 390, PA 1976, as amended.

**DISTRICT COORDINATOR:** The Michigan State Police, Emergency Management and Homeland Security Division employee serving at any of seven State Police District Headquarters, whose primary job is to work directly with local communities on emergency management and homeland security activities.

**DRIVE-AWAY-KIT:** A kit prepared by, and for, an individual who expects to deploy to an Alternate Operating Facility during an emergency. The kit contains items needed to minimally satisfy an individual's personal and professional needs during deployment and those items needed to restore Essential Functions at the Alternate Operating Facility (e.g., vital records or operational procedures) and are neither pre-positioned at the facility, or accessible in a timely manner from a third location.

**EMERGENCY:** Any occasion or instance in which assistance is needed to supplement state and local efforts and capabilities to save lives, protect property and the public health and safety, or to lessen or avert the threat of a catastrophe.

**EMERGENCY MANAGEMENT ASSISTANCE COMPACT (EMAC):** The interstate agreement that streamlines the assistance one state can lend to another after a natural, technological or human-caused disaster (including a terrorist attack) by providing a framework for flexible response. The EMAC was first introduced in 1993 and the National Emergency Management Association (NEMA) administers the program on behalf of the member states. The EMAC is an arrangement of the states, by the states, and for the states. It addresses all the issues associated with



requesting assistance, reimbursement of services, workman's compensation insurance, and liability in advance of a disaster. (In January 2001, Michigan became the 43<sup>rd</sup> state to join the EMAC.)

**EMERGENCY MANAGEMENT COORDINATOR (EMC):** The person appointed pursuant to Act 390, PA 1976, as amended, to coordinate emergency management activities for an emergency management program or state department. EMCs are also commonly called "Emergency Managers." (Also see "County or Local Emergency Management Coordinator.")

**EMERGENCY MANAGEMENT AND HOMELAND SECURITY DIVISION (MSP/EMHSD):** The division within the Department of State Police that coordinates the comprehensive emergency management and homeland security activities (prevention, mitigation, protection, preparedness, response and recovery) of state and local government and maintains the Michigan Emergency Management Plan and Michigan Continuity of Government Plan.

**EMERGENCY MANAGEMENT PROGRAM:** The basic emergency planning and operational entity at the local government level. Each county has an appointed emergency manager (a.k.a., emergency management coordinator) and enabling legislation creating an emergency management program. In accordance with the provisions of Act 390, PA 1976, as amended, municipalities with a population of 10,000 or more may elect to also appoint an emergency manager and maintain a separate emergency management program from the county in which they are located.

**EMERGENCY OPERATIONS CENTER (EOC):** The site at which the coordination of information and resources to support incident management activities normally takes place. An EOC may be a temporary or permanent facility and may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., federal, state, regional, county, city or tribal), or by some combination thereof. The continuity of government management function would typically be managed from this location. (Also see State Emergency Operations Center.)

**EMERGENCY OPERATIONS PLAN (EOP):** The plan developed and maintained by an emergency management program as a counterpart to the Michigan Emergency Management Plan for the purpose of organizing and coordinating the emergency management activities of the jurisdiction(s) under the plan. An EOP usually consists of a basic plan or other introductory section with various supporting annexes for each service or function.

**EMERGENCY RELOCATION GROUP (ERG):** Under Continuity of Operations and Continuity of Government Plans, pre-designated staff (typically a subset of the original primary staff) who are responsible for restoring an Essential Function at an Alternate Operating Facility in the event that their normal work locations are threatened or have been incapacitated by an incident.

**ESSENTIAL FUNCTION:** Under the Continuity of Government Plan, Essential Functions are those critical institutions and offices encompassing the three branches of government (Judicial, Legislative, and Executive) that retain Constitutional authority (e.g., checks and balances), maintain our democratic form of government (e.g., elections), and preserve public health, safety and welfare (e.g., emergency powers). Under the Continuity of Operations Plans developed by each department or agency, Essential Functions are those activities that refer to the primary mission of the departments and agencies that impact public health, safety, and welfare as well as economic stability and prosperity. Essential Functions are identified, in part, through a Business Impact Analysis. The **National Essential Functions (NEFs)** are those eight functions outlined in National Security Presidential Directive 51 / Homeland Security Presidential Directive 20 that represent the overarching responsibilities of the federal government and will be the focus of federal leadership during and in the aftermath of an emergency. **Primary Mission Essential Functions (PMEFS)** are those Mission Essential Functions that support NEFs and need to be continuous and resumed within 12 hours after an event and maintained for up to 30 days or until normal operations can be resumed. **Mission Essential Functions (MEFs)** include PMEFS and all other Essential Functions that must be maintained or rapidly resumed in order to provide vital services, exercise civil authority, maintain public safety and/or sustain the industrial / economic base of a state or community during disruption of normal operations.

**ESSENTIAL RESOURCES:** Those resources (equipment, processes, data, energy, human capital, and facilities) that support [\(name of jurisdiction\)](#)'s ability to provide Essential Functions under the [\(name of jurisdiction\)](#) Continuity of Government and Continuity of Operations Plans. Essential resources are identified largely through a Business Process Analysis of an Essential Function.

**EXECUTIVE DIRECTIVE 2005-9:** A Michigan Executive Directive issued by Governor Jennifer Granholm on September 29, 2005 that adopted the National Incident Management System (NIMS) as the state standard for incident management in Michigan.

**FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA):** The primary federal agency that coordinates emergency planning, preparedness, mitigation, response and recovery within the federal government, and administers the President's Disaster Relief Program. FEMA is housed within the federal Department of Homeland Security.

**INCIDENT COMMAND POST (ICP):** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be co-located with other incident facilities and is normally identified by a green rotating or flashing light.

**INCIDENT COMMAND SYSTEM (ICS) – a.k.a., INCIDENT MANAGEMENT SYSTEM (IMS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. The ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during an incident. The ICS is used for all types of emergencies and is applicable to small as well as large and complex incidents.

**INCIDENT COMMANDER (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**JOINT FIELD OFFICE (JFO):** A temporary federal facility established locally to provide a central point for federal, state, local and tribal officials with responsibility for incident oversight, direction and/or assistance to effectively coordinate protection, prevention, mitigation, preparedness, response and recovery actions.

**JOINT INFORMATION CENTER (JIC) – a.k.a., JOINT PUBLIC INFORMATION CENTER (JPIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies and organizations are co-located at the JIC. (Note: JIC is the preferred name; JPIC is now obsolete.)

**LOCAL STATE OF EMERGENCY:** A declaration by a county or municipality with an appointed emergency management coordinator (pursuant to Act 390, PA 1976, as amended), when circumstances indicate that the occurrence or threat of widespread or severe damage, injury, or loss of life or property from natural or human-made cause exists.

**MAJOR DISASTER:** Any natural catastrophe (including any hurricane, tornado, storm, high-water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any flood, fire, or explosion, in any part of the United States which in the determination of the President cause damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**MICHIGAN EMERGENCY MANAGEMENT ACT:** Act 390, P.A. 1976, as amended, the basic state emergency management enabling legislation. This Act prescribes the power and duties of the Governor and certain state and local agencies and officials related to preparing for, responding to, recovering from, and mitigating disasters and emergencies; prescribes immunities and liabilities related to disaster relief work; and establishes the organizational framework for the emergency management system used in the state.

**MICHIGAN EMERGENCY MANAGEMENT PLAN (MEMP):** The plan developed and continuously maintained by the Emergency Management and Homeland Security Division, Department of State Police, pursuant to Act 390, PA 1976, as amended, for the purpose of coordinating the emergency management and homeland security activities of prevention, mitigation, preparedness, response and recovery within the state.

**MICHIGAN VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (MIVOAD):** The Michigan chapter of the National Voluntary Organizations Active in Disaster (NVOAD), an umbrella organization of established and experienced voluntary organizations that provide disaster services in all phases of emergency management, but with emphasis on response and recovery. The MIVOAD fosters cooperation, communication, coordination, and collaboration among its Michigan-based voluntary organizations. In the response and recovery phases, each individual organization functions independently, yet cooperatively. The MIVOAD serves as a clearinghouse and coordinating body for the provision of support services to a Continuity of Government operation, working in coordination and cooperation with other involved state agencies and nongovernmental organizations in the State Emergency Operations Center or Alternate State Emergency Operations Center. The MIVOAD may also work directly with affected local government Emergency Operations Centers in Continuity of Government support activities.

**MISSION ESSENTIAL FUNCTION (MEF):** See “Essential Function” definition.

**MOBILIZATION:** Deployment of the Emergency Relocation Group (ERG) or the Devolution Emergency Relocation Group (DERG) to an alternate operating site for the purposes of restoring Essential Functions.

**MULTI-YEAR STRATEGY AND PROGRAM MANGEMENT PLAN:** A process that ensures the maintenance and continued viability of ([name of jurisdiction](#))’s Continuity Plans including their full implementation.

**NATIONAL CONTINUTY POLICY:** The federal policy that establishes a comprehensive national course of action for the continuity of government and supporting private sector structures and operations.

**NATIONAL ESSENTIAL FUNCTION (NEF):** See “Essential Function” definition.

**NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS):** A system mandated by Homeland Security Presidential Directive (HSPD)-5 that provides a consistent nationwide approach for federal, state, tribal, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents (which includes terrorist attacks, major disasters, and other emergencies), regardless of their cause, size or complexity. To provide for interoperability and compatibility among federal, state and local capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certifications; and the collection, tracking, and reporting of incident information and incident resources.

**NATIONAL RESPONSE FRAMEWORK (NRF):** The plan developed by the federal Department of Homeland Security (DHS) to replace the National Response Plan (NRP) which had been effect since January 6, 2005. The National Response Framework officially replaced the NRP on March 22, 2008. The National Response Framework provides the guiding principles by which all response personnel prepare for and provide a unified national response to disasters and emergencies.

**NONGOVERNMENTAL ORGANIZATION (NGO):** A private nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples include faith-based charity organizations and the American Red Cross.

**NONFEDERAL ENTITIES:** State, local, territorial, and tribal governments as well as private sector organizations.

**ORDERS OF SUCCESSION:** Provisions for the assumption of state and local government offices during an emergency in the event that any of the senior leadership of those offices are unable to execute their legal authorities or duties.

**PRIMARY MISSION ESSENTIAL FUNCTION (PMEF):** See “Essential Function” definition.

**RECONSTITUTION:** The process by which surviving and replacement organizational personnel restore Essential Functions at the original or replacement site of operations and resume normal operations.

**RECOVERY:** Recovery, in this document, includes all types of emergency actions dedicated to the continued protection of the public or to promoting the resumption of normal activities in the affected area.

**RECOVERY STRATEGY:** The method selected to recover an Essential Function following a disaster and include: 1) activating an alternate or redundant function, 2) temporary suspension of the function while recovery measures are implemented, 3) reconstituting the function at an Alternate Operating Facility, or 4) contracting with an alternative function provider.

**RECOVERY POINT OBJECTIVE (RPO):** The amount of time data supporting an Essential Function can be lost while avoiding the unacceptable negative consequences of the Essential Function being disrupted.

**RECOVERY TIME OBJECTIVE (RTO):** The amount of time and level of service within which an Essential Function must be restored after a disaster in order to avoid unacceptable consequences associated with a loss of continuity. Viable recovery strategy options would include any that could be completed within the RTO and RPO timeframes.

**REGION V REGIONAL RESPONSE PLAN (for the NRF):** The plan developed and maintained by the federal departments, agencies and states of FEMA Region V, for the purpose of facilitating the delivery of all types of federal disaster relief assistance to the six states in the region. This plan is an operational support plan to the National Response Framework.

**REGIONAL RESPONSE COORDINATION CENTER (RRCC):** A standing facility at each FEMA regional office that is activated to coordinate regional response efforts and implement local federal program support until a Joint Field Office (JFO) is established. (The RRCC replaces the Regional Operations Center – ROC.)

**STAFFORD ACT:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 100-707, signed into law November 23, 1988. The Stafford Act renamed and amended the Disaster Relief Act of 1974, P.L. 93-288. The Stafford Act was subsequently amended by the Disaster Mitigation Act of 2000, P.L. 106-390 (October 30, 2000), as well as several Acts signed into law in October of 2006 (i.e., Department of Homeland Security Appropriations Act of 2007, P.L. 109-295, October 4, 2006; Pets Evacuation and Transportation Standards Act of 2006, P.L. 109-308, October 6, 2006; and Security and Accountability for Every Port Act of 2006, P.L. 109-347, October 13, 2006).

**STATE DIRECTOR OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY:** The Director of the Department of State Police or his/her authorized representative. The Division Commander of the Emergency Management and Homeland Security Division, Department of State Police is the designated Deputy State Director of Emergency Management and Homeland Security.

**STATE EMERGENCY OPERATIONS CENTER (SEOC):** The primary center for coordination of state government response and recovery operations in time of disaster or emergency. The SEOC is maintained and operated by the Emergency Management and Homeland Security Division, Department of State Police.

**STATE OF DISASTER OR STATE OF EMERGENCY:** A declaration by executive order or proclamation by the Governor under the provisions of Act 390, PA 1976, as amended, which activates the response and recovery aspects of state and local emergency operations plans.

**TELECOMMUTING LOCATIONS:** Those locations equipped with computers and telephones that enable employees to work at home or at a location closer to their homes than their main office.

**TELEWORK:** The ability to work at a location other than one's official duty station, using portable computers, high-speed telecommunication links, and mobile communications devices.

**TESTING, TRAINING and EXERCISE PROGRAM:** The program responsible and necessary for ensuring that continuity personnel have the necessary knowledge, skills and systems to implement Continuity Plans in order to restore Essential Functions in a timely manner.

**UNIFIED COMMAND:** An application of the Incident Command System (ICS) used when there is more than one agency with incident command jurisdiction or when incidents cross political subdivisions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single Incident Command Post (ICP) and to establish a common set of objectives and strategies and a single Incident Action Plan (IAP).

**VITAL RECORDS AND DATA:** Data, records and documents that are needed by continuity personnel to restore Essential Functions and without which there would be a significant adverse impact.

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## SITUATIONS AND ASSUMPTIONS

**Essential Functions.** The [\(name of jurisdiction\)](#) COG Plan is intended to ensure that the [\(name of jurisdiction\)](#) can continue to perform Essential Functions necessary to protect the health and safety of its residents, adequately provide for their basic life sustainment needs in time of catastrophe, and ensure the continuation of Constitutional and legal governance. In addition, [\(name of jurisdiction\)](#) will also provide whatever support it can to aid State of Michigan and federal government continuity efforts.

**Explanatory Note:** As described below, the federal government has established eight National Essential Functions (NEFs) via Presidential Directive which states and local governments are obligated to support. States and local governments do this by identifying Primary Mission Essential Functions (PMEFs) and Mission Essential Functions (MEFs) in their continuity planning efforts, and then facilitating the prioritized restoration of those PMEFs and MEFs during a continuity incident. For simplification purposes, the PMEFs and MEFs can be referred to generically as “Essential Functions.” See the definition of Essential Functions in the Definitions section for additional background explanation on this system.

The distinction between PMEFs and MEFs is not always clearly defined, nor is the determination as to which functions could cease during an emergency. The tendency to make all functions “essential” carries the risk of diverting limited restoration resources from what really needs immediate attention. This could lead unnecessarily to a higher degree of negative consequences associated with the emergency. Careful and prudent deliberation on what is really “essential” will serve the overall best interests of the community. Also, the term “non-essential” does not in any way imply that the function is not important. Many functions are very important to community residents, but they may be classified as “non-essential” in the continuity environment because a restoration prioritization must be made due to limited available resources. Directions for identifying Essential Functions are provided in the section titled “COG Planning Phases.” The following examples (not all-inclusive, and subject to differing interpretation) of what might be considered as PMEFs or MEFs within a city or county are provided as guidance only and each local government should determine what is “essential” on a case-by-case basis. In addition, it is assumed that each function is under the direction and control of the local government. This does not imply that the EMC for the jurisdiction should exclusively make these determinations; rather, it is recommended that this task be completed, in most cases, within or in close coordination with the departments or agencies from which the function operates.

**PMEFs:** police radio dispatch; drinking water purification and delivery; EMS service calls; judicial arraignments; manager meetings; firefighting response / fire suppression; public information; etc.

**MEFs:** accident investigation; water treatment chemical storage; EMS vehicle fueling; judicial preliminary hearings; employee payment; water system pressure checks; etc.

**Non-Essential Functions:** traffic enforcement; many purchasing and general maintenance activities; judicial misdemeanor trials; employee training; hydrant flushing; etc.

*National Essential Functions (NEF.)* The NEFs are those functions outlined in National Security Presidential Directive 51 / Homeland Security Presidential Directive 20 that will be the focus of federal leadership during and in the aftermath of a national emergency. As each state and local government in the U. S. plays an incremental role in preserving these functions, [\(name of jurisdiction\)](#) has, when applicable, defined its Essential Functions in a manner consistent and reflective of the following eight National Essential Functions:

- Ensuring the continued functioning of government under the U.S. Constitution, including the functioning of the three separate branches of government – Executive, Legislative, and Judicial.
- Providing leadership visible to the Nation and the world and maintaining the trust and confidence of the American people.
- Defending the Constitution of the United States against all enemies, foreign and domestic, and preventing or interdicting attacks against the United States or its people, property, or interests.
- Maintaining and fostering effective relationships with foreign nations.
- Protecting against threats to the homeland and bringing to justice perpetrators of crimes or attacks against the United States or its people, property, or interests.
- Providing rapid and effective response to and recovery from the domestic consequences of an attack or other incident.
- Protecting and stabilizing the Nation’s economy and ensuring public confidence in its financial systems.
- Providing for critical Federal Government services that address the national health, safety, and welfare of the United States.

*Primary Mission Essential Functions (PMEF).* PMEFS are those Essential Functions under [\(name of jurisdiction\)](#) direction and control that directly support the National Essential Functions. Federal guidance calls for PMEFS to be resumed within 12 hours after an event and maintained for up to 30 days or until normal operations can be resumed. PMEFS are considered “high priority” because they provide for civil order, preserve confidence in [\(name of jurisdiction\)](#) leadership in time of emergency, or provide a service directly related to the basic survival of [\(name of jurisdiction\)](#) residents. Refer to **Attachment 3** for a list of PMEFS for [\(name of jurisdiction\)](#).

*Mission Essential Functions (MEF).* MEFs include all other Essential Functions that [\(name of jurisdiction\)](#) intends to rapidly resume in order to provide vital services, exercise civil authority, maintain public safety and sustain the economic base during disruption of normal operations. Although MEFs are important, relative to PMEFS they are secondary in priority regarding restoration. [\(Name of jurisdiction\)](#) recovery resources will be applied first to PMEFS and then to MEFs as resources become available. Refer to **Attachment 3** for a list of MEFs for [\(name of jurisdiction\)](#).

**Important Note:** Not all [\(name of jurisdiction\)](#) governmental functions are deemed essential in an emergency. Those functions not designated as PMEFS or MEFs could cease during the emergency and be restored only after the emergency is terminated and all PMEFS and MEFs have been restored.

**Continuity of Government vs. Continuity of Operations Planning.** Federal Continuity Directive 1 (2008) defines COOP and COG as follows:

- **Continuity of Operations (COOP)** – An effort within **individual organizations** (e.g., local departments / agencies) to ensure that Mission Essential Functions and Primary Mission Essential Functions continue to be performed during a wide range of emergencies, including localized acts of nature, accidents, and technological or attack-related emergencies.
- **Continuity of Government (COG)** – A coordinated effort within **each branch of government** (Executive, Judicial and Legislative) to ensure that the eight National Essential Functions as outlined in National Security Presidential Directive 51 / Homeland Security Presidential Directive 20 continue to be performed during a catastrophic emergency.
- **Enduring Constitutional Government** – A cooperative effort among the **Legislative, Executive, and Judicial Branches**....with proper respect for the Constitutional separation of powers among the branches, to preserve the Constitutional framework under which the Nation is governed and the capability of all three branches of government to execute their Constitutional responsibilities and provide for orderly succession, appropriate transition of leadership, interoperability, and support of the National Essential Functions during a catastrophic emergency.

For all intents and purposes, COG and COOP efforts attempt to achieve the same end result; that is, the continued effective functioning of government and governmental agencies. The primary difference between the two efforts is really a matter of degree. Continuity of Operations Planning is primarily concerned with the ability of individual departments and agencies to continue to operate and provide Essential Functions and services in time of emergency or catastrophe. COG planning goes beyond the department / agency level and addresses the ability of the three branches of government (Executive, Judicial and Legislative) to survive and effectively work together to ensure the continuation of Constitutional and legal governance. COG planning builds upon and complements the COOP efforts of the three governmental branches: the Executive Branch, the courts within the Judicial Branch, and the legislative body (i.e., City / Municipal Council; County Board of Commissioners). In keeping with this framework, the [\(name of jurisdiction\)](#) COG Plan goes beyond the COOP level to address the following coordinated efforts:

- Providing for a Constitutionally-mandated form of local government with “separation of powers” and a system of “checks and balances.”
- Maintaining a visible leadership and government in order to maintain the trust and confidence of the jurisdiction’s citizens in times of an emergency or disaster.

- Providing for Constitutionally-mandated, locally-administered democratic elections.
- Enacting emergency powers, orders of succession, and/or services protective of public health, property and the economy as described in the Michigan Constitution of 1963, various state statutes, and local ordinances.

As each of these Essential Functions support the NEFs they are designated as PMEFS under this plan. Refer to **Attachment 3**.

**Explanatory note regarding Continuity of Government (COG) vs. Continuity of Operations Planning (COOP) definitions:** For the purposes of this plan, three definitions of COOP and COG are provided (in the “Definitions” section) from three notable sources: 1) the Emergency Management Accreditation Program (EMAP); 2) Federal Continuity Directive 1 – “Federal Executive Branch National Contingency Program and Requirements,” January 2008 (provided above); and 3) Federal Continuity Guidance Circular 1 – “Continuity Guidance for Non-Federal Entities,” January 2009. This is done because no universally agreed upon definition of COG and COOP currently exists. (It should be further noted that the CGC-1 guidance for “non-federal entities” uses definitions that are clearly aimed at the federal government, further complicating matters. However, because it is the federal government’s current continuity guidance for local governments it has been included as a definition in this plan for reference.) Refer to the “Definitions” section for all three COG / COOP definitions.

**Explanatory note regarding COOPs and COG Plan:** This handbook refers to both COOP and COG planning because, as the above definitions suggest, the two are necessarily intertwined. Jurisdictions should develop one (and only one!) COG Plan. However, to facilitate completion of the COG Plan, COOPs will have to be developed encompassing all relevant local departments and agencies and all identified Essential Functions. Because each jurisdiction is different in terms of organizational structure and the number and types of Essential Functions, there is no one “right” way to do Continuity of Operations Planning. For some jurisdictions, a single COOP may be all that is required for the entire jurisdiction. For other jurisdictions (especially those with larger and more complex organizational structures), a single COOP may be required for each department / agency, broad (common) mission area (e.g., human services), or individual Essential Function (e.g., drinking water purification and delivery). The individual COOPs (no matter how developed) should be referenced within the jurisdiction’s COG Plan, but the COOPs must be developed as stand-alone documents.

**Explanatory note regarding continuity planning for support jurisdictions:** A county EMC may want to request local support jurisdictions (under the county) to complete their own COG plan, counterpart to and in support of the county COG plan, which would then be cross-referenced to the county COG plan so that all geographical areas and units of government are covered by a jurisdiction-created continuity plan. This is not necessary and perhaps may not even be desirable in some cases, but it is an available planning option. The county COG plan would then have the most comprehensive continuity information base possible.

**Planning Assumptions.** In addition to the basic planning assumptions outlined in the section titled “Initiating Conditions,” the following additional continuity planning assumptions have guided the development of this plan:

- Most incidents that will result in the need to implement a COG operation will be “no-notice” or “little-notice” incidents, meaning (name of jurisdiction) will receive little if any warning or notification prior to incident occurrence. At best, (name of jurisdiction) may receive several days notice prior to a nuclear military attack, the outset of a major pandemic, or a strike / work stoppage; however, even that may not be possible. As a result, the decision regarding whether or not to implement a COG operation will normally be made when an incident is imminent or immediately after it has occurred.
- Incidents which create the need for a COG operation in Michigan may be local only (affecting only (name of jurisdiction)), regional (affecting (name of jurisdiction) and surrounding communities), state-specific (affecting all or most of Michigan), or national (affecting much or all of the United States). Incidents that are state or national in nature may adversely affect the ability of (name of jurisdiction) to draw upon state and/or federal resources (financial aid, direct assistance, technical and/or materiel assistance) if needed to help support the COG operation and/or the affected population.
- Implementation of a COG operation must be rapid, well organized, and well publicized to ensure that public confidence in the (name of jurisdiction) government remains high. Lack of information regarding the continuance of government and/or a public perception of loss of governmental control can cause widespread misinformation, rumors, lack of social and economic stability, and loss of governmental credibility.



- To be effective, a COG operation requires the full and complete cooperation of [\(name of jurisdiction\)](#) elected and appointed officials, those supporting the local legislative process, and the local courts. The decision to implement a COG operation will be made by the [\(name of jurisdiction\)](#) COG Team, as headed by [\(title of chief elected official\)](#).
- Local government officials and departments / agencies will need to provide for the continuity of Essential Functions and services for [\(name of jurisdiction\)](#) under varying incident conditions and scenarios that might include flooding, power outage, inclement weather, an act of sabotage or terrorism, or release of a biological, chemical or radiological agent.
- The [\(name of jurisdiction\)](#) COG Plan is intended to support the preservation of Constitutional and legal governance at the national, state and local level, including separation of powers and checks and balances provisions. [\(Name of jurisdiction\)](#) supports COG at all levels by upholding local charters, laws and ordinances; providing for the safety and security of citizens; providing continuity of Essential Functions performed by [\(name of jurisdiction\)](#) departments and agencies – including the administration of democratic elections; and maintaining connectivity with residents and with the State and federal government.
- A catastrophic incident that prompts the need for a COG operation may render portions, or all, of [\(name of jurisdiction\)](#)'s information technology (IT) infrastructure unusable for a temporary period of time. This may be due to physical destruction of facilities and/or infrastructure; loss of system functionality due to lack of power, deliberate sabotage or other cause; lack of personnel to properly maintain and/or operate the system; or other causes. As a result, back-up systems and processes may have to be utilized during the COG operation for an extended period of time.
- [\(Name of jurisdiction\)](#) COG Plan is intended to complement and expand upon, and not contradict, the basic provisions established in each department and agency COOP and the MCOGP.
- An incident that is sufficiently widespread and/or severe to result in the need for a COG operation in [\(name of jurisdiction\)](#) and/or anywhere else in Michigan will also likely result in a federal declaration of emergency or major disaster under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288, as amended). Such a declaration will be sought, upon request of the Governor, through the MSP/EMHSD to FEMA, if conditions allow for such a process
- A COG operation in [\(name of jurisdiction\)](#) will also likely require emergency and possibly COG operations at the state level. State emergency management and COG operations will be implemented by the MSP/EMHSD in accordance with the MEMP and MCOGP, respectively. The [\(name of jurisdiction\)](#) EOP and COG Plan are generally consistent with the MEMP and MCOGP to provide for standardized response and recovery.
- Adequate resources exist at the local level to support the COG operation. This includes the use of department / agency (force account) resources, allied NGO resources, donated resources, contracted resources, and resources procured through mutual aid agreement. If additional resources are needed, they will be available via request to the MSP/EMHSD through the following resource conduits (in this general order of consideration): the MEMAC; the EMAC; through FEMA under the umbrella of the National Response Framework (NRF) and a Stafford Act declaration.
- [\(Name of jurisdiction\)](#) residents affected by the incident will have, at best, basic provisions to be self-sufficient for no more than three days (72 hours). The vast majority of those affected will not even have this basic level of preparedness and will require immediate attention. This will result in considerable pressure to provide for the basic life sustainment needs of residents.

- Functional needs populations (e.g., the elderly, homebound individuals, persons with disabilities, severely impoverished individuals, institutionalized individuals, young children, pregnant women, persons with pets, etc.) are especially vulnerable in catastrophic incidents. These populations will require particular attention and must be quickly identified and appropriately dealt with in the incident response and recovery phases. These relief efforts will necessarily occur simultaneously with the COG operation and therefore will drain staff resources.
- The American Red Cross (a nongovernmental organization) is Congressionally-mandated to provide disaster relief assistance to persons and areas in need. It is expected, then, that the ARC (along with other NGOs) will be able to meet some but not all of the life sustainment needs of the affected population and/or the resources needs of the COG operation.
- Nongovernmental organizations involved in the relief and/or operational support effort (e.g., ARC, MIVOAD) will coordinate their actions through the [\(name of jurisdiction\)](#) EOC or AEOC and may also be able to provide human capital to address some of the Essential Function needs identified in the COG Plan.
- Commodities provided by the federal government to the State of Michigan, via the EMAC or other mutual-aid agreement, or through NGOs and/or the private sector to support the COG operation and/or the affected population in [\(name of jurisdiction\)](#), will be managed and distributed in accordance with the logistics management provisions set forth in the Michigan Disaster Logistics Management Plan and [\(name of jurisdiction\)](#) EOP.
- Donated goods and services to [\(name of jurisdiction\)](#) to support the COG operation and/or the affected population will be managed in accordance with the donations management provisions set forth in the [\(name of jurisdiction\)](#) EOP. If the State of Michigan is assisting with or managing the donations operation, the basic provisions set forth in the Michigan Disaster Donations Management Plan will apply.
- Facilities used for COG operations will be government or university (public owned and operated) and meet applicable Americans with Disabilities Act (ADA) standards.
- All federal, state and local COG operations (including those involving [\(name of jurisdiction\)](#)) will be implemented in accordance with the National Incident Management System (NIMS).

**Continuity Policy.** The [\(title of chief elected official\)](#) has developed a written Continuity Policy that articulates and affirms the following:

- [\(Name of jurisdiction\)](#)'s commitment to this COG Plan and support of its contents.
- Designation of the [\(insert correct title of EMC\)](#) as the [\(name of jurisdiction\)](#) Continuity Coordinator.
- Establishment and composition of a COG Team, led by the Continuity Coordinator, to aid in the development of this COG Plan and supporting COOPs.
- [\(Name of jurisdiction\)](#)'s commitment to support state and federal continuity plans and operations, to the extent practicable.
- Requirement that all [\(name of jurisdiction\)](#) departments and agencies cooperate fully in continuity activities, including but not limited to those related to planning, training, plan exercising, budgeting, coordination with other involved entities, public information, and actual plan implementation and continuity operations.

The full version [\(name of jurisdiction\)](#) Continuity Policy can be found in **Attachment 20**.

**COG Planning Phases.** Federal continuity guidance advocates a five-phase approach to continuity planning – Identification, Prioritization, Protecting, Managing and Responding – which is intended to set priorities in restoring Essential Functions and to manage the overall continuity program. [\(Name of jurisdiction\)](#) has generally followed this five-phase approach in its continuity planning efforts:

**Identification** – Identifying those [\(name of jurisdiction\)](#) functions whose loss is likely to have a significant negative impact on government services or the jurisdiction's citizens.

**Prioritization** – Ranking [\(name of jurisdiction\)](#)'s Essential Functions so as to identify which functions, if lost, would have the greatest impact on [\(name of jurisdiction\)](#) government services or its citizens.

**Protecting** – Establishing protective measures (e.g., delegation of authority, order of succession, AOFs, vital records management) that protect the integrity and continuity of [\(name of jurisdiction\)](#)'s Essential Functions.

**Managing** – Developing a continuity management system that includes policies, procedures, testing, training, exercises and a corrective action component ensuring that implemented protective measures remain intact over time.

**Responding** – Institutionalizing a systematic process by which limited resources are applied to the most Essential Functions first, as part of a strategy to mitigate the potential negative consequences of a disaster or emergency.

Note: **Attachment 15** provides both a summary table and detailed explanations of this five-phase COG planning approach, along with the primary considerations that [\(name of jurisdiction\)](#) considered at each phase.

**Initiating Conditions.** Only the most widespread, severe, or catastrophic of incidents could endanger the continuance of Constitutional and legal governance in the [\(name of jurisdiction\)](#) and/or create the need for a rapid and prolonged relocation of [\(name of jurisdiction\)](#) government from its established Seat of Government in [\(insert name of municipality\)](#). Depending on circumstances, these incidents could result in any or all of the following conditions:

- Significant physical damage and/or impacts to property and the environment within the immediate area of the Seat of Government in [\(insert name of municipality\)](#) and/or at locations where Essential Functions are provided.
- Severe and/or prolonged impacts to the health and safety of a large segment of the [\(insert name of municipality\)](#) population, including [\(name of jurisdiction\)](#) staff.
- Severe curtailment or cessation of critical economic, social, and/or life support systems, services, institutions and sectors – possibly to the extent that basic human needs cannot be met and information cannot be widely disseminated.
- The need for extensive (and extended) protective measures such as evacuation and mass sheltering / temporary housing for affected individuals.
- A climate of widespread misinformation, rumors, and perceived loss of control and authority by [\(name of jurisdiction\)](#) officials and departments / agencies.

Such incidents would also likely generate a high and prolonged level of media interest which would inevitably focus on [\(name of jurisdiction\)](#)'s ability to provide without disruption those Essential Functions needed to meet basic health, safety, sanitation and life sustainment needs of its population.

The types of incidents most likely to result in activation of the COG Plan include:

- A nuclear military attack against (or a nuclear explosion within) the United States, where [\(name of jurisdiction\)](#) was specifically targeted and/or severely impacted by post-attack conditions such as direct physical damage, loss of essential lifelines, or widespread contamination with radioactive material.
- A terrorist attack in [\(name of jurisdiction\)](#) involving a weapon of mass destruction that results in sufficient damage and/or impact to necessitate an area-wide evacuation / relocation effort.
- A pandemic or other biological incident that significantly affects a large segment of the [\(name of jurisdiction\)](#) population and/or creates the need for quarantine of the affected population, to the extent that a curtailment or cessation of critical systems, services and sectors is required.
- A major hazardous material accident or incident of contamination that requires prolonged mass evacuation of the [\(name of jurisdiction\)](#) population, prohibiting the workforce from accessing key resources or infrastructure located within [\(name of jurisdiction\)](#).
- A fire, explosion, severe storm, or other incident that severely damages the [\(name of jurisdiction\)](#) government buildings and/or infrastructure to the extent that [\(name of jurisdiction\)](#) departments / agencies will be unable to conduct normal business activities for an extended length of time.
- A hostile action against the [\(name of jurisdiction\)](#) governmental complex in [\(insert name of municipality\)](#), caused by military or paramilitary forces or civil disorder / insurrection, to the extent that the Executive, Judicial and Legislative Branches will be unable to conduct normal business activities for an extended length of time.
- A strike or major work stoppage by a significant segment of the [\(name of jurisdiction\)](#) workforce, causing an extended curtailment or cessation of critical systems, services and operations which impacts the ability of the [\(name of jurisdiction\)](#) to conduct operations at the Seat of Government located in [\(insert name of municipality\)](#).
- A cyber attack directed at [\(name of jurisdiction\)](#) communication and/or IT infrastructures and information management systems whereby electronic transactions and communications and/or the delivery of essential services would cease for an extended length of time.
- A massive and extended power outage, causing widespread and extended disruption in governmental services in [\(name of jurisdiction\)](#).
- [\(List other plausible incident scenarios as appropriate.\)](#)

## OPERATIONS AND ORGANIZATION

**Incident Assessment.** An incident triggering activation of the COG Plan may be entirely local in nature. However, an incident impacting [\(name of jurisdiction\)](#) is also likely to impact the region and perhaps the entire State of Michigan, triggering COG Plan implementation in neighboring jurisdictions or within State Government. This may put an added strain on available state, local and nongovernmental resources as other jurisdictions seek resources to ensure they can continue to provide Essential Functions and services to their constituents. In accordance with the [\(name of jurisdiction\)](#) EOP and MSP/EMHSD Publication 901, "Damage Assessment Handbook," [\(name of jurisdiction\)](#) COG activities will be reported in the "E Team" incident management system (if incident circumstances allow for reporting) via the standard Incident Report and Jurisdiction Situation Report. [\(Name of jurisdiction\)](#) will also report on COG activities ongoing in all of its support jurisdictions, just as it would for any other disaster or emergency.

**Direct Resource Requests.** (Name of jurisdiction) will submit supplemental resource requests to the SEOC/ASEOC, as required throughout the COG incident, via the E Team Resource Request form. The MSP/EMHSD District Coordinator will be copied on all requests. Supplemental resource requests will be made when the resource in question is not readily available locally or regionally through existing mutual aid or assistance agreements, or via contracting. If E Team is inoperable or otherwise unavailable, supplemental resource requests will be submitted to the SEOC/ASEOC via email, facsimile, telephone or other available means – including relay by the MSP/EMHSD District Coordinator. Resource requests will be as specific as possible with regard to the problem or issue to be resolved by resource acquisition, as well as the category, kind, type and quantity of resource and when and where it needs to be made available.

**Resource Augmentation.** If supplemental resources are required to implement a COG operation and/or to support the affected population during a continuity incident, the following sources will be tapped:

*Mutual Aid.* (Name of jurisdiction), through mutual aid, will first request needed resources to support the COG operation from its local support jurisdictions as per the Michigan Emergency Management Act, 1976 PA 390, as amended, MCL 30.409, and its implementing Administrative Rules. These support jurisdictions have been incorporated into the (name of jurisdiction) EOP, as well as this plan, for the purposes of activities coordination and resource augmentation.

**Explanatory Note Regarding the Following Paragraph:** Include this paragraph ONLY if the jurisdiction is signatory to the MEMAC.

*MEMAC Assistance.* (Name of jurisdiction) is signatory to the Michigan Emergency Management Assistance Compact (MEMAC); therefore this Compact may be a source of assistance during a continuity incident. (It is acknowledged that the availability of assistance will be dependent on the status of other signatory jurisdictions that may also be affected by the continuity incident.) Resources will be requested by the (insert correct title of EMC) in the manner specified in the Compact. The (name of jurisdiction) may also be requested to provide assistance to other signatory jurisdictions during the same continuity incident. The decision whether or not to provide such assistance will be made by (insert title of individual) and communicated to the requesting jurisdiction in the manner specified in the Compact.

**Explanatory Note Regarding the Following Paragraph:** State assistance may be authorized by the Governor upon the declaration of a “state of disaster” or “state of emergency” under the Michigan Emergency Management Act. In some cases, state assistance may also be provided under a state department’s separate legal authorities. Assistance in support of local jurisdiction COG operations may include but is not limited to: 1) technical assistance with various aspects of the COG operation; 2) the provision of equipment and personnel to provide direct assistance to activated COG facilities; 3) possible financial assistance (under Section 19 of the Act or by direct legislative appropriation); or 4) any combination of these forms of assistance. It must be acknowledged that the availability of state assistance will be heavily influenced and possibly dictated by the State’s own COG resource needs and the needs of other local jurisdictions, the State’s financial situation, and the actual number and operational status of available state assets.

*State Government.* State of Michigan assistance to (name of jurisdiction) may be requested if the required response and recovery efforts of the continuity incident overwhelm local capabilities. Such assistance will be requested by the (insert correct title of EMC), through the MSP/EMHSD, in the manner prescribed in the (name of jurisdiction) EOP and MSP/EMHSD Publication 901 – “Damage Assessment Handbook.” The request will be backed up by submitting a Resource Request form to the SEOC/ASEOC via E Team.

**Explanatory Note Regarding the Following Paragraph:** Include this paragraph ONLY if the jurisdiction is willing and financially able to pay for assistance requested under the national EMAC. EMAC assistance is provided by willing signatory states, at the request of other signatory states. Assistance is intended to be state to state and not state to local. However, the MSP/EMHSD can request EMAC assistance for the benefit of a Michigan local jurisdiction, if requested to do so by the local jurisdiction in need and there is assurance that the requesting local jurisdiction is willing and has the means to pay for the requested assistance. All assistance requested under the national EMAC must go through the MSP/EMHSD. Local jurisdictions do not have standing under the EMAC to request or provide resources.

*EMAC Assistance.* Based on identified assistance needs for the (name of jurisdiction) COG operation, the (insert correct title of EMC) will request the MSP/EMHSD to procure the needed assistance using the standard EMAC procurement process. Assistance for COG operations under the EMAC may include but is not limited to: 1) professional expertise for overall management of the operation; 2) technical assistance with and/or direct resource support for specific functional aspects of the operation; or 3) any combination of these forms of assistance. The State of Michigan, on behalf of (name of jurisdiction), can accept or decline the assistance proposals provided by other states, depending on such factors such as cost, timing of assistance, and the logistical requirements of the providing entity. All assistance provided under the EMAC will be coordinated through the SEOC/AEOC by the MSP/EMHSD and other involved state agencies.

*Federal Government – Assistance under Stafford Act and National Response Framework.* If the incident, including the COG operation, is beyond the combined capabilities of (name of jurisdiction) and the State of Michigan – even when supplemented by mutual aid – it will likely be necessary for (name of jurisdiction) to request federal disaster relief assistance under the Stafford Act through the MSP/EMHSD. The State’s request for a declaration is made by the Governor, through the FEMA Region V office (in Chicago, Illinois), to the President. Under the Stafford Act, the President may declare that a “major disaster” or “emergency” exists within the affected areas of Michigan and provide disaster relief assistance to meet the specific needs of the situation.

Federal assistance with COG activities may include: 1) the provision of specific resources to meet the identified sustainment needs of the COG operation as well as the allied general response and recovery effort; 2) technical assistance in the actual management of the COG operation; and 3) financial assistance for state and local COG activities. The provision of specific resources can be accomplished via direct assistance provided by FEMA (or another federal agency under mission assignment by FEMA) under the National Response Framework (NRF). Technical assistance with COG operations can be provided by FEMA. Federal financial assistance for state and local COG activities (many of which help protect the health and safety of the public) may be available (subject to eligibility) under the Public Assistance Grant Program (PAGP) – Category B (Emergency Protective Measures). These forms of assistance must be specifically requested in (name of jurisdiction)’s federal declaration request to the Governor, and the Governor’s declaration request letter to the President. All such assistance provided by the federal government is coordinated through the SEOC/AEOC and/or the established Joint Field Office (JFO) by the MSP/EMHSD and other involved state agencies.

Pre-Staging of Federal Resources. For slowly evolving catastrophic incidents or incidents in which there is sufficient prior notice of likely occurrence (e.g., steadily evolving pandemic), FEMA may elect to pre-stage resources in anticipation of their need once the incident actually occurs. FEMA will pre-stage these resources at designated federal Mobilization Centers at no cost to the State of Michigan or (name of jurisdiction). If the resources are needed, they can be delivered by federal contractors and/or state and (name of jurisdiction) transportation assets to the locations designated by the MSP/EMHSD and/or the (name of jurisdiction) COG Team in a rapid and organized manner. If the resources are not needed because the incident did not occur and/or other resources were used, they will be returned to federal repositories and/or private sector suppliers by the designated federal contractors.

Declaration of National Emergency. The President of the United States has certain powers available that may be exercised in the event the Nation is threatened by crisis, exigency or emergency circumstances (other than natural disasters, war, or near-war situations). Such powers are stated explicitly or implied by the U.S. Constitution, assumed by the Chief Executive to be Constitutionally-permissible, or inferred from or specified by statute(s).

Under the National Emergency Act (50 U.S.C. 1601-1651) the President of the United States has the authority to:

- Seize property;
- Organize and control means of production;
- Seize commodities;
- Assign military forces overseas;



- Institute martial law;
- Seize and control all transportation and communication;
- Regulate the operation of private enterprise; and
- Restrict travel of United State citizens.

Under Title III of the Act, when declaring a national emergency the President must indicate the powers and authorities being activated in response to the emergency. Congress can then limit the power of the President by modifying, rescinding or rendering dormant such delegated emergency authority. It is anticipated that a federal national emergency declaration would provide cause for activating the Federal COG Plan.

Such a declaration would have definite ramifications on [\(name of jurisdiction\)](#) and the State of Michigan in terms of: 1) assistance availability (i.e., it is likely there would be less assistance available from the federal government); 2) heightened expectations by the federal government, the public and the private sector regarding rapid and effective state and local incident response, recovery and COG operations; and 3) a refocusing of state and local efforts toward support of national objectives. Items 1 and 2 would manifest themselves in a more self-reliant posture on the part of [\(name of jurisdiction\)](#) and local citizens to address basic life sustainment and incident response and recovery needs in a rapid and effective manner. Item 3 would require [\(name of jurisdiction\)](#) and the State of Michigan to address those Essential Functions first that are PMEFS (support the eight NEFs) to ensure that they can be resumed within 12 hours after an event and maintained for up to 30 days or until normal operations can be resumed.

**COG Provisions in the Emergency Operations Plan.** Within the [\(name of jurisdiction\)](#) EOP, a number of task assignments that contribute to or support COG are included in the [\(insert name of plan section or sections\)](#). These include but are not necessarily limited to [\(insert a listing or summary of the primary task assignments\)](#). These tasks will be implemented by the assigned department, agency or organization, in accordance with the EOP provisions, when the COG Plan is implemented. The EOP also addresses the establishment and operation of the EOC (or AEOC, as required) and necessary support facilities, and lines of succession for emergency positions. The EOP will be implemented simultaneously to (if not before) the COG Plan because the two documents must be implemented together in order for continuity response and recovery operations to occur.

**COG Lead.** The [\(insert correct title of EMC\)](#) is the lead for COG activities within [\(name of jurisdiction\)](#), including the Executive, Judicial and Legislative Branches of the governmental structure and local support jurisdictions. [\(Note: If the local courts and/or local support jurisdictions desire to have a dedicated lead for COG purposes, indicate how that relationship will function, e.g., under a Unified Command structure in the EOC/AEOC, and amend the first sentence accordingly.\)](#) Depending on incident circumstances, the [\(insert correct title of EMC\)](#) may delegate all or part of [\(his/her\)](#) COG implementation responsibilities to a Continuity Coordinator, who will function as COG Branch Director under the Operations Section in the EOC/AEOC.

**Explanatory Note:** The county EMC will normally integrate city, township and village planning efforts under the county COG Plan. In those municipalities with an EMC appointed under 1976 PA 390, as amended, MCL 30.409, the COG planning responsibilities of the municipality will normally be assumed by the municipality's EMC. As general guidance, cities, townships and villages whose populations are less than 10,000 can be addressed within the county COG Plan whereas local governments serving larger populations may be better suited to have a cross-referenced (to the county plan) but otherwise stand-alone COG Plan.

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**COG Team.** The COG Team has overall responsibility for the [\(name of jurisdiction\)](#) Continuity Management Program and during a continuity incident is responsible for coordinating and implementing the COG function. The COG Team has representation from the Executive, Judicial and Legislative Branches of [\(name of jurisdiction\)](#) and consists of the following members:

**Explanatory Note:** The following officials, departments / agencies, offices or units of government represent possible executive, legislative and judicial functions as they might exist within a local community in Michigan. These functions may directly or indirectly support the NEFs, calling for a separation of these functions within different authorities as well as having a system of checks and balances so that no one power or authority takes complete control of the jurisdiction's direction and control at the exclusion of the others. Although the State of Michigan operates under the assumption that the State has a single court system and that it is headed by the Michigan Supreme Court, for purposes of COG the Michigan Supreme Court has determined that lower courts (Circuit, District, Probate and Municipal) should be included in local jurisdiction COG Plans since these courts are locally based and funded. For that reason, they are included in this plan development template.

*Executive Authority.* Local government executive authority in Michigan is vested in officers (e.g., mayor, supervisor, sheriff, prosecuting attorney, treasurer, clerk, drain commissioner, and register of deeds) who are generally elected for four-year terms. Overall administrative responsibility may be placed in the hands of a manager, administrator or chief executive. In counties, a member of the Board of Commissioners is elected as Chairperson by the Board and that individual typically represents the chief elected official position for the county. Some local governments elect a chief executive (title varies) to handle the jurisdiction's primary executive and administrative functions. Executive authority focuses on the running of the government and providing services to residents.

*Judicial Authority.* Judicial authority at the local level resides in Michigan's lower courts. As indicated above, these courts are to develop their own COOPs and be part of local COG plans to ensure that laws are applied consistently and judicial functions can be carried out in time of crisis. These functions are important because they are directly related to the civil rights and liberties of the citizenry, and the preservation of due process and rule of law.

*Legislative Authority.* Legislative authority at the local government level typically resides in an elected Board of Commissioners or Council. Legislators make the ordinances, rules and policies that the executive authority carries out and which the judiciary authority interprets when deciding cases brought before the courts. The legislative body also allocates funding for local departments and agencies, balances revenues and expenditures, and approves and/or amends the governmental budget proposed by the executive authority.

Each jurisdiction must determine its COG Team membership based on local needs, capabilities and conditions. The following key positions, or their equivalent positions under a different title, are recommended additions to the COG Team depending, in part, on the size and complexity of the jurisdiction and its organizational structure: 1) Treasurer; 2) Clerk; 3) Register of Deeds; 4) Prosecutor and/or the jurisdiction's Attorney; 5) Treasurer; 6) Select Commissioners or Council members; 7) chief public safety and health official(s), i.e., representing fire, law enforcement, emergency medical or public health; 8) key department / agency directors, including the local technical department / agency that handles communications, IT systems and facility administration; 9) a local court Judge or Judges (if not already included in the list above); 10) the jurisdiction's PIO; 11) representative(s) of local support jurisdiction(s); and 12) other officials that represent key executive, judicial or legislative functions, or public safety / health concerns.

The following suggested text must be modified as required to reflect the actual and specific circumstances in each jurisdiction. The COG Team must have appropriate representation from the Executive, Legislative and Judicial Branches of government to have credibility and viability.

*Executive Official.* The [\(title of chief elected official\)](#) has overall responsibility for the coordination and management of [\(name of jurisdiction\)](#) executive functions. Specific duties include but are not limited to enforcing policies and ordinances, proposing a budget, approving bills for payment, appointing department / agency heads, and making recommendations regarding the organization and operation of departments / agencies so that the [\(name of jurisdiction\)](#)'s business is conducted effectively and efficiently. The [\(title of chief elected official\)](#) is also authorized to formally declare a local "state of emergency" under the Michigan Emergency Management Act (1976 PA 390, as amended, MCL 30.410), make a request to the Governor for a disaster or emergency declaration under the Act, and request (through the Governor) state and/or federal relief assistance to meet the substantiated needs of the jurisdiction. The [\(title of chief elected official\)](#) is a member of the COG Team, and under Unified Command coordinates with the Legislative and Judicial Branches of [\(name of jurisdiction\)](#) to implement appropriate COG measures – up to and including the relocation of [\(name of jurisdiction\)](#)'s Seat of Government to an ASG. The [\(title of chief elected official\)](#) is also responsible for ensuring that [\(name of jurisdiction\)](#)'s departments / agencies implement their COOPs to ensure the continuation of identified Essential Functions for the duration of the continuity incident.



*Local Courts.* The [\(insert name\[s\] of local \["lower"\] court\[s\]\) \(is/are\)](#) part of the COG Plan and COG Team, representing the judicial interests of [\(name of jurisdiction\)](#). As part of the Unified Command structure of the COG Team, [\(insert name\[s\] of court official\[s\]\) \(is/are\)](#) responsible for coordinating the preservation and reestablishment of local court judicial functions in [\(name of jurisdiction\)](#). Each court has a COOP that details how its Essential Functions will be implemented during a continuity incident. If the [\(name of jurisdiction\)](#) establishes an ASG, these officials will participate in that decision making process. Local court Essential Functions will relocate to the AOF(s) designated in their COOPs. A judicial element will be present at the ASG to coordinate judicial COG activities and share in decision making and information exchange with the executive and legislative officials.

*Legislative Body.* The [\(name of legislative body\)](#) is responsible for the legislative functions within [\(name of jurisdiction\)](#), including the development and enactment of local ordinances, approval of budgets for departments / agencies, approval of appointments to various advisory bodies, and general oversight and monitoring of numerous administrative functions. The [\(name of legislative body\)](#) also must authorize the extension of a local "state of emergency" declared by the [\(title of chief elected official\)](#) under the Michigan Emergency Management Act.

*Other Key Elected or Appointed Officials.* Several other [\(name of jurisdiction\)](#) officials are key members of the COG Team, including:

*Clerk.* The [\(name of jurisdiction\)](#) Clerk maintains records of the [\(name of legislative body\)](#) proceedings and decisions, oversees elections, and certifies the approval of all claims or bills for payment. The Clerk also maintains a number of personal records, including birth, death, marriage and divorce records, which are considered vital records for COG purposes.

*Register of Deeds.* The [\(name of jurisdiction\)](#) Register of Deeds maintains the real estate records for the jurisdiction, which are considered vital records for COG purposes.

*Prosecutor.* The [\(name of jurisdiction\)](#) Prosecutor is responsible for screening and approving charges brought against criminal violators and presenting the people's case. The Prosecutor is also responsible for acting as attorney and legal counselor to the [\(name of legislative body\)](#) and [\(title of chief elected official\)](#), and maintaining records of criminal proceedings – considered vital records for COG purposes.

*Sheriff / Chief of Police.* The [\(Sheriff / Chief of Police\)](#) is responsible for enforcing the laws and ordinances governing [\(name of jurisdiction\)](#), managing and supervising local law enforcement officers and the jail, and providing protection for the local court(s), the [\(name of legislative body\)](#) and the [\(title of chief elected official\)](#). The [\(Sheriff / Chief of Police\)](#) also maintains records pertaining to offenders and inmates – considered vital records for COG purposes.

*Treasurer.* The [\(name of jurisdiction\)](#) Treasurer is responsible for receiving and managing funds, making payments on claims and bills as approved by the [\(name of legislative body\)](#) or the [\(title of chief elected official\)](#), and maintaining and monitoring financial accounts at those banks designated by the [\(name of legislative body\)](#). The Treasurer also administers property taxes and maintains financial records for [\(name of jurisdiction\)](#) – considered vital records for COG purposes.

*Local Support Jurisdictions.* The [\(name of jurisdiction\)](#) has [\(insert number\)](#) local support jurisdictions that have developed a COG Plan which has been cross-referenced with this COG Plan and listed in **Attachment 1**. Each of these support jurisdictions will have one designated representative who will serve as a member of the [\(name of jurisdiction\)](#) COG Team. The primary functions of these representatives will be to provide information on simultaneous COG activities within their own jurisdiction, arrange for resources from their jurisdiction to support the [\(name of jurisdiction\)](#) COG operation if required, and provide advice and assistance with strategic direction of the COG operation.

**Explanatory Note:** List the remaining key positions within the jurisdiction that are part of the COG Team. The titles for the above and other key positions may vary depending on the jurisdiction and form of government and may have to be amended to more precisely reflect actuality.

**Attachment 2** provides a complete listing of COG Team members which includes email addresses and 24/7 contact information.

The COG Team serves the following basic functions:

- Identifying the need for a COG operation and the anticipated duration of the operation.
- Providing for the overall management, coordination and troubleshooting of the COG operation.
- Providing technical expertise in all facets of the COG operation and in department / agency COOP operations.
- Providing / coordinating resource support (i.e., personnel, equipment, materials, vehicles, facilities) to the COG operation.
- Requesting / procuring needed supplemental resources (i.e., via MEMAC, EMAC, federal government, or nongovernmental / private sector) to support the COG operation.
- Establishing / managing / coordinating with key support facilities such as the EOC/AEOC, ASG, AOF(s), SEOC/ASEOC, State ASG, key NGO / private sector EOCs, and a JFO (if activated).
- Maintaining connectivity to state government (via the MSP/EMHSD and SEOC/ASEOC, and directly to other departments where required to implement Essential Functions), the federal government (where required to implement Essential Functions), and NGO / private sector partners throughout the crisis period for the purpose of coordinating COG and incident response and recovery efforts.
- Maintaining connectivity to [\(name of jurisdiction\)](#) departments / agencies, local courts, ERGs and DERGs throughout the crisis period for the purpose of coordinating response and recovery efforts and the continued provision of Essential Functions to [\(name of jurisdiction\)](#) residents.
- Monitoring / tracking the activities and progression of the COG operation and providing this information to the SEOC/ASEOC for compilation, review and analysis.
- Collecting cost data associated with the COG operation for submittal to the SEOC/ASEOC for compilation, review, analysis and development of a possible reimbursement request to the federal government.
- Coordinating with the PIO and PI staff regarding media releases about the nature, scope, magnitude, anticipated duration, and projected outcome of the COG operation.
- Providing operation-specific information for reports, briefings, media inquiries, etc.
- Facilitating the reconstitution of [\(name of jurisdiction\)](#) government in [\(insert name of municipality\)](#) or another designated location after the crisis period has passed.

**COG Function within the EOC/AEOC Structure.** At the discretion of the [\(insert correct title of EMC\)](#), the COG function may be placed within the EOC/AEOC Operations Section as a COG Branch. If this occurs, the EOC/AEOC Operations Section Chief will assume the role of COG Coordinator and be responsible for tasks delegated by the [\(insert correct title of EMC\)](#), up to and including oversight of the COG Team and the establishment and operation of an ASG and/or AOF(s). Staff from [\(name of department / agency\)](#) will provide administrative support to the COG Coordinator.

The COG Branch will be supported by the EOC/AEOC Planning Section, which has responsibilities related to the assessment of damage, impacts and needs related to the initiating incident. This incident assessment information will aid the COG Branch and the COG Team in determining the nature, scope, magnitude, anticipated duration, and projected outcome of the COG operation. In addition, the EOC/AEOC Finance and Administrative Section is responsible for tracking costs related to the COG operation, with the support and assistance of the COG Team and EOC/AEOC Logistics Section. The EOC/AEOC Incident Management Section will provide general strategic direction and oversight of the COG operation, and make policy decisions as required. The Incident Management Section is also responsible for all public information related to the COG operation.

**Explanatory Note:** The above described integration of the COG function into the EOC/AEOC structure is compatible with the ICS and NIMS. However, it is recognized that not all jurisdictions may operate their EOC in the manner described. Therefore, it may be necessary to revise the narrative in this section to fit local systems, structures and conditions. The suggested narrative provided above is simply for consideration and guidance only.

**COG Operational Phases.** When a continuity incident occurs or threatens to occur, the EOC and COG Team will be activated. When it becomes apparent that Essential Functions are being threatened or lost, the COG Team will activate the COG Plan and departments / agencies will be instructed to activate their COOPs. Activation will generally occur in the following three phases.

*Phase I – Activation and Relocation (0-12 Hours).* This phase focuses on the decision to relocate which Essential Functions (and associated essential resources) to an AOF (or AOFs), the notification and mobilization of key continuity personnel (including the COG Team), and the decision to relocate the Seat of Government to an ASG. Specific tasks include but are not limited to:

- The [\(insert correct title of EMC\)](#) will notify the [\(title of chief elected official\)](#) and appropriate department / agency continuity personnel of possible / actual incident-related impacts on Essential Functions and the possible need to relocate those functions to an AOF (hours 0-2). Notification will be made through the EOC, via E Team, telephone contact or other appropriate means.
- The [\(title of chief elected official\)](#) will authorize mobilization of the COG Team (hours 0-2).
- The [\(insert correct title of EMC\)](#) will establish and staff the EOC, if not already done (hours 0-2). If the EOC is threatened or unavailable due to incident conditions, an AEOC will be established at a location to be determined based on incident conditions and circumstances (hours 0-2). (If possible, the AEOC will be co-located or located in close proximity to the designated ASG to enhance operational effectiveness.)
- Departments / agencies will issue a “standby” notice to appropriate ERGs and DERGs of possible deployment (hours 0-2). In addition, Reconstitution Teams and other appropriate staff will also be notified of possible / pending deployment operations.
- The [\(title of chief elected official\)](#) will confer with the COG Team regarding whether to activate the COG Plan and appropriate department / agency COOPs (hours 0-2).
- The [\(title of chief elected official\)](#) and COG Team will formally activate the COG Plan and department / agency COOPs if conditions dictate such action (hours 0-2).
- The [\(insert correct title of EMC\)](#) will work with department / agency continuity personnel, the COG Team, and the [\(title of chief elected official\)](#) to determine which Essential Functions will be relocated to an AOF (or AOFs), and the priority for restoring lost Essential Functions based on their pre-determined criticality (hours 1-3).
- The COG Team and [\(title of chief elected official\)](#) will determine if the Seat of Government will be relocated to an ASG, and when / how that will occur (hours 0-3).
- Once these key decision have been made, the appropriate ERGs / DERGs will be notified by department / agency directors or approved designees to deploy (hours 2-4) with drive-away kits (if any). Arrangements will also be made by the involved entities for vital records and essential resource transfer to facilitate resumption of Essential Functions at the AOF(s).
- The [\(insert correct title of EMC\)](#) and/or the [\(name of technical department / agency\)](#) will notify the AOF(s) of the anticipated time of ERG (or DERG) arrival, what Essential Functions are to be restored at the AOF(s), the number of people arriving, and other pertinent information – including any requests for utility “turn-on” (hours 2-4).
- The [\(title of chief elected official\)](#) and COG Team will notify and deploy appropriate leadership and operational continuity personnel to the designated ASG to facilitate the continuation of legal / Constitutional governance (hours 2-4).
- The AOF(s) and ASG will be prepared to receive continuity personnel and assigned Essential Functions (hour 4).
- All continuity personnel and essential resources arrive and are processed at the Essential Function AOF(s) and the ASG (hour 12).
- Gaps in staffing and/or resources are identified and communicated to the EOC/AEOC for follow up resolution (hour 12).

*Phase II – Alternate Facility Operations. (12 Hours – 30 days).* This phase focuses on establishing continuity operations starting with the implementation of Essential Functions according to their criticality, firmly establishing leadership at the ASG to ensure the continuation of legal / Constitutional governance, and establishing connectivity and communications with the MSP/EMHSD and State of Michigan, local departments and agencies, [\(tribal governments – as appropriate\)](#), appropriate federal government agencies, key private sector and other stakeholders, and the general public. Specific tasks include but are not limited to:

- The [\(insert correct title of EMC\)](#), [\(name of technical department / agency\)](#) and COG Team will work with each department / agency to fill identified gaps in personnel, equipment, vital records, supplies and any other essential resources in support of the relocated Essential Functions and the ASG (ongoing for duration of operation).
- The [\(insert correct title of EMC\)](#), [\(name of technical department / agency\)](#) and COG Team will work with the departments / agencies to develop a schedule for implementing the relocated Essential Functions according to their criticality and targeting the RTOs so as to avoid any negative consequences (hour 12-day 2).
- The ERGs (or DERGs) will transition operational responsibilities to the AOF(s) and implement the relocated Essential Functions according to the established schedule (hour 12-duration of operation).
- The [\(name of jurisdiction\)](#) PIO and COG Team will issue public notices and internal communications announcing temporary operating conditions, contact numbers, and locations for the restored Essential Functions and the ASG (hour 12-duration of operation).
- Each department / agency will develop and implement plans for sustaining the restored Essential Functions for at least 30 days (hour 12-duration of operation).
- If RTO targets are missed, the [\(name of jurisdiction\)](#) PIO, COG Team, and appropriate Joint Information Team (JIT) elements will immediately notify potentially impacted agencies, stakeholders and the public of the specifics regarding the situation (hour 12-duration of operation).
- Each department / agency will develop plans for reconstituting Essential Functions at their original or replacement location (by day 15).
- The COG Team will develop plans for reconstituting the Executive, Judicial and Legislative Branches of [\(name of jurisdiction\)](#) in [\(insert name of municipality\)](#), or at another designated location if [\(insert name of municipality\)](#) is not available due to incident conditions, at the conclusion of the COG operation (by day 15).

*Phase III – Reconstitution and Termination.* This phase focuses on the restoration of Essential Functions at their original location, or at a replacement location, with the intent of resuming normal day-to-day operations. Specific tasks include but are not limited to:

- The EOC/AEOC and PIO will issue notices that the emergency or threat is over and recovery is well underway. This includes the reconstitution of [\(name of jurisdiction\)](#) government in [\(insert name of municipality\)](#) or other designated location and the resumption of services at their original or replacement locations.
- The [\(insert correct title of EMC\)](#) and [\(name of jurisdiction\)](#) incident assessment teams will assess incident-related impacts on [\(name of jurisdiction\)](#)-owned facilities and determine the length of time required to repair the original facility and/or acquire a replacement facility.
- The [\(insert correct title of EMC\)](#) will submit incident-related damage and impact assessment information to the MSP/EMHSD at the SEOC/AEOC, in the manner prescribed in the [\(name of jurisdiction\)](#) EOP or as prescribed by the MSP/EMHSD, if different than standard procedures.
- The [\(name of technical department / agency\)](#) will oversee and coordinate the repair or replacement of [\(name of jurisdiction\)](#)-owned facilities damaged or destroyed during the incident. [\(List any exceptions to this general process – i.e., another \[non-jurisdiction\] agency or organization that might have stewardship over certain facilities; if the jurisdiction has a prescribed process for facility repairs / replacement that differs significantly from the method suggested in the narrative.\)](#)
- The COG Team and [\(name of technical department / agency\)](#) will disseminate reconstitution plans and instructions to Reconstitution Teams to aid them in transitioning Essential Functions back to their original or designated replacement locations. This includes transitioning the Executive, Judicial and Legislative Branches back to the Seat of Government in [\(insert name of municipality\)](#), or to another designated location.
- The COG Team and [\(name of technical department / agency\)](#), along with the steward department / agency will oversee the reconstitution of any Essential Functions that were discontinued as a result of the incident; these will be reconstituted first.
- The COG Team and [\(name of technical department / agency\)](#), along with the steward department / agency will oversee the reconstitution of relocated Essential Functions next based on their criticality, reconstituting the most critical first.

- After the Seat of Government and Essential Functions have been reconstituted and responsibilities have been transitioned from continuity personnel to the original personnel, the [\(insert correct title of EMC\)](#), COG Team, [\(name of technical department / agency\)](#) and [\(title of chief elected official\)](#) will team to conduct an after-action review of the COG Plan and department / agency COOP activation to identify operational successes and failures, develop corrective action recommendations, and develop corrective action plans to remediate any deficiencies.
- Steward departments / agencies will implement corrective action plans as time, resources and circumstances permit.

**Activation of COG Operation.** Depending on the nature, scope, magnitude and anticipated severity and duration of the initiating incident, the Governor may direct and compel some or all local jurisdictions in Michigan to activate their COG plans and take whatever steps are required and necessary to preserve legal / Constitutional governance in their jurisdiction. If that occurs, [\(name of jurisdiction\)](#) will activate this COG Plan in accordance with the Governor’s directives.

Absent a statewide COG activation, it may be necessary to activate the COG Plan in response to a local or regionally-based incident that threatens the preservation of legal / Constitutional governance in [\(name of jurisdiction\)](#). (Refer to the “Initiating Conditions” section for a list of postulated incidents which may force COG Plan activation.) If activation is required, it will be authorized by [\(title of chief elected official\)](#). Activation and mobilization of key continuity personnel will occur as follows:

*EMC Notification.* The [\(insert correct title of EMC\)](#) may be notified of a continuity incident in a number of ways, e.g., by the MSP/EMHSD and/or E Team message, by other [\(name of jurisdiction\)](#) officials, by media reports, by surrounding jurisdictions, by gubernatorial and/or presidential directive, by direct impacts from a “no-notice” incident, or most likely by some combination of these methods.

*Key Official Notification.* The [\(insert correct title of EMC\)](#) will immediately notify the [\(title of chief elected official\)](#) and department / agency directors responsible for Essential Functions by [\(list all appropriate means, e.g., pager, E Team, e-mail, telephone, direct visit, etc.\)](#).

*COG Team Notification.* After the above-referenced key officials are notified, the [\(insert correct title of EMC\)](#) will then notify the COG Team by [\(list all appropriate means, e.g., pager, E Team, e-mail, telephone, direct visit, etc.\)](#). If incident circumstances will not allow the [\(insert correct title of EMC\)](#) to notify the COG Team in a timely manner, the [\(title of chief elected official\)](#) may make the notifications personally using whatever means [\(he/she\)](#) determines is most appropriate, or has available. The [\(title of chief elected official\)](#) will authorize activation of the COG Plan, and the plan will be implemented by the COG Team and [\(insert correct title of EMC\)](#). The COG Team will be instructed to report to the EOC (or AEOC, if activated), or to another location as required.

*Other Continuity Personnel Notification.* Continuity personnel responsible for the relocation, restoration and reconstitution of Essential Functions (i.e., ERGs, DERGs, Reconstitution Teams, other support staff) will be notified by their department / agency director or designee in accordance with their COOP. Notification will be made in the manner prescribed in the COOP. Continuity personnel will report to the location specified in their COOP unless they are instructed to report to another location due to incident circumstances.

*Local Support Jurisdiction Notification.* Local support jurisdictions will be notified of the continuity incident and COG Plan activation through their designated EMC, in accordance with the [\(name of jurisdiction\)](#) EOP. Support jurisdiction COG Plans (listed in **Attachment 1**) will be activated by each jurisdiction in the manner prescribed in their plan. Support jurisdiction representation in the EOC/AEOC will be in accordance with the [\(name of jurisdiction\)](#) EOP.



*Coordination with State Government.* The COG Team and [\(insert correct title of EMC\)](#) will maintain contact with the State through the MSP/EMHSD (primarily the District Coordinator) by [\(list all appropriate means, e.g., pager, E Team, e-mail, telephone, direct visit, etc.\)](#). The [\(insert correct title of EMC\)](#) will also complete, or direct the completion of, an E Team Incident Report and Jurisdiction Situation Report to provide the State with details of the COG operation – including involvement of local support jurisdictions. Coordination with state departments / agencies involved in the relocation, restoration or reconstitution of [\(name of jurisdiction\)](#)'s Essential Functions will be as prescribed in the appropriate COOP.

*Coordination with Federal Government.* Coordination with the federal government (FEMA) for incident reporting and assistance requests will be through the MSP/EMHSD. Coordination with federal departments / agencies (other than FEMA) that are involved in the relocation, restoration or reconstitution of [\(name of jurisdiction\)](#)'s Essential Functions will be as prescribed in the appropriate COOP. Formal request for COG operational assistance (i.e., technical, management, material, and financial) will be included as appropriate in the Governor's letter of request to the President for federal disaster relief assistance under the Stafford Act, if that course of action is ultimately taken. The federal declaration process is coordinated at the state level by the MSP/EMHSD, in accordance with the Michigan Emergency Management Plan (MEMP).

**Emergency Operations Support Facilities.** The following support facilities will likely be required in a COG operation:

*EOC.* The [\(name of jurisdiction\)](#) EOC will be activated for a continuity incident and the [\(insert correct title of EMC\)](#) will assemble the COG Team and other key officials at the EOC to plan and coordinate an appropriate response.

*AEOC.* If the EOC is threatened or unavailable due to incident conditions, an AEOC will be established. If possible, the AEOC will be located at or in close proximity to the designated ASG to enhance operational effectiveness. The [\(name of jurisdiction\)](#)'s designated AEOC (as identified in the EOP) is located in [\(insert name of municipality\)](#) at [\(insert specific facility name\)](#). If this facility is threatened, unavailable due to incident conditions or is not in close enough proximity to the ASG, another AEOC location will be determined based on options and circumstances present at the time. Additional potential AEOC facilities have been identified in **Attachment 9**. Potential ASG facilities have been identified in **Attachment 10**.

**Explanatory Note:** If the jurisdiction desires to suppress the AEOC / ASG location(s), revise the narrative in the preceding section to remove specific locational information. In addition, remove locational information from the tables in Attachments 9 and 10 as well.

*SEOC/AEOC.* The [\(insert correct title of EMC\)](#) will establish communications with the SEOC in Lansing when it is activated for a continuity incident. Communications will be in accordance with the communications procedures contained in the [\(name of jurisdiction\)](#) EOP. If the incident forces a relocation of Michigan State Government from Lansing to an ASG, then SEOC operations will transfer to an AEOC located at or in close proximity to the ASG. In accordance with the MCOGP, the location of the ASG and AEOC will be dictated by incident conditions and circumstances and will be communicated to local government once the decision has been made by the MSP/EMHSD and State COG Team. The [\(insert correct title of EMC\)](#) will establish communications with the AEOC once it is activated.

*Federal JFO / Other Federal Offices.* If a continuity incident results in a federal major disaster or emergency declaration under the Stafford Act (a good possibility), a Joint Field Office (JFO) may be established. A JFO is a temporary center established subsequent to a federally-declared incident to coordinate the disaster relief and recovery effort between the federal government and emergency responders at the regional, state and local levels. The office is staffed with federal and state representatives having disaster assistance responsibilities. Local government representation may also be required. The JFO has an expandable and flexible structure, based on the National Incident Management Systems (NIMS) and, at a minimum, incorporates the four subdivisions outlined by the NIMS: Operations, Planning, Logistics and Finance. These elements of the JFO work to facilitate the multi-agency interaction required to address large scale incidents. The [\(insert correct title of EMC\)](#) will designate appropriate [\(name of jurisdiction\)](#) officials to provide staffing to the JFO, if [\(name of jurisdiction\)](#) is included as an assistance recipient under the

federal declaration and JFO representation is requested by FEMA and/or the MSP/EMHSD. The [\(name of jurisdiction\)](#) officials designated will be dependent upon the type(s) of federal assistance being rendered.

Depending on incident circumstances, one or more **Disaster Recovery Centers (DRCs)** may be established in the declared disaster area by FEMA to advise disaster victims of available programs and to coordinate recovery assistance. Representatives of federal and state agencies, affected local governments, private relief agencies and other organizations which can provide assistance or counseling are normally present at the DRC to advise and assist disaster victims. These centers are kept in operation as long as required by the situation. If DRCs are established which require [\(name of jurisdiction\)](#) representation, [\(insert title of individual and/or name of department or agency\)](#) will provide that representation for the duration of the DRC activation. Information pertaining to [\(name of jurisdiction\)](#) continuity operations could be made available at the DRC, if needed to ensure public confidence in [\(name of jurisdiction\)](#) leadership and government. That decision will be made by the COG Team.

## ASG and AOFs.

**Explanatory Notes:** Article VII, Section 5 of the Michigan Constitution (1963) requires that the sheriff, county clerk, county treasurer and register of deeds have their principal offices located at the county seat. The Michigan Constitution does not specifically require the county's legislative body (i.e., Board of Commissioners) to be located at the county seat but practicality, effective governmental functioning and the need for adequate checks and balances dictates that the legislative body be located close enough to the Executive Branch (i.e., departments / agencies, chief executive official) to allow for adequate face-to-face coordination and consultation. The Michigan Constitution of 1963 discusses lower court location only in general terms, specifying that circuit and probate court districts be divided along county lines (Article VI, Sections 11 and 15). The Constitution and Michigan statutes are silent regarding a specific location within the county for lower court offices. Although it is not essential that local courts be physically co-located with the Legislative and Executive Branches of county government during a continuity incident, from practicality, check and balance and appearance standpoints, co-location or location in close proximity is desirable to ensure that legal implications of continuity operations can be addressed quickly, that consultation and coordination with judicial officials can be assured without reliance on electronic or telecommunications means (which may or may not be reliably available), and a unified and visual presence is maintained as a stabilizing factor for the citizenry.

The Constitution is silent regarding the principal office locations for cities, townships and villages so local charters and ordinances provide the primary governance regarding that issue. Because the "seat" of government is a county-level concept, municipal governments do not have a comparable, Constitutionally-based equivalent requirement; therefore, the determination regarding principal office location must be locally-determined.

A jurisdiction may co-locate its ASG and AOF(s), if a suitable location and facility exists to adequately handle all of the functions. This may work well for smaller, less complex governmental organizations such as may be found in a primarily rural county or smaller municipality. For larger and more complex governmental organizations, it may be necessary to have a separate ASG and AOF(s) – particularly if several AOFs will be required to handle all Essential Functions.

When relocating individual departments and agencies to an AOF, consideration must be given of the department / agency's present accommodations and effort should be made to try to mimic those accommodations if feasible. For specialized needs such as a chemical laboratory or weapons vault, consider an alternative location within a similar jurisdiction that may already have such facilities and could accommodate additional staff. For water and sewer departments dependent on an infrastructure that cannot be easily restored or replaced, consider relocating the staff and looking into alternative service delivery mechanisms that would not make use of the normal infrastructure. For example, if staff were not able to use the existing water treatment plant they may need to look into providing drinking water by alternative means such as bottled water or obtaining water from treatment plants outside the affected area.

The establishment of alternate facilities, i.e., an ASG and AOF(s), is a basic continuity measure. For each Essential Function, an AOF has been identified to which that function will be relocated and restored. These facilities are [\(or...This facility is\)](#) identified in department / agency COOPs, and in **Attachment 10**. [\(Name of jurisdiction\)](#)'s designated ASG is located in [\(insert name of municipality\)](#) at [\(insert specific facility name\)](#). Additional ASG facilities have been identified in **Attachment 10** in the event the designated ASG is not available for whatever reason. **Attachment 10** also contains the basic criteria used to select candidate AOF and ASG locations, and detailed procedures for the establishment and operation of the ASG. The [\(insert name of technical department / agency\)](#) will provide logistical and technical support in the establishment, connectivity, operation and dismantling / restoration of the AOF(s) and ASG. [\(Note: If the jurisdiction desires to suppress the AOF and/or ASG location\[s\], revise this narrative and the tables in Attachment 10 to remove specific locational information.\)](#)

**Orders of Succession for Key Officials.** Orders of Succession have been established for all key [\(name of jurisdiction\)](#) elected officials as well for those individuals responsible for the continuity of Essential Functions, in the event they are unable to conduct their duties and responsibilities for whatever reason during a continuity incident. Refer to **Attachment 7**.

**Explanatory Note:** Jurisdictions should first review and cite any local ordinances or policies that address Orders of Succession for key officials and then complete Orders of Succession planning. In addition to those individuals responsible for the continuity of Essential Functions, the Orders of Succession should consider including (but not necessarily be limited to) the following key elected or appointed positions that are typical at the county and municipal levels of government in Michigan: County Board Chairperson; Mayor; County Executive Officer; Township Supervisor; County Commissioners; City Manager; City Council Member; Township Board Member; County or City Administrator; Treasurer; County, City or Township Clerk; Prosecuting Attorney; County Sheriff or Municipal Chief of Police; County Drain Commissioner; Department / Agency Director; Judges (at all court levels).

When developing Orders of Succession, consider the following: 1) List successors by title (where feasible) in order to limit the frequency of updates to the Orders; 2) Orders of Succession for elected officials should be at least three positions deep; 3) Designate successors that are geographically dispersed (when possible); 4) Consult with the incumbent official on the most appropriate successors with the needed skill sets; 5) Outline any limits in authority that accompany the succession; 6) If needed and legally allowed, consider the use of a Mutual Aid Agreement to acquire skill sets outside the jurisdiction; and 7) Have the Orders reviewed by legal counsel to ensure they are legally defensible.

**Unexpected Reduction in Workforce.** An unexpected and substantial reduction in the [\(name of jurisdiction\)](#) workforce may undermine the jurisdiction's ability to restore Essential Functions, prompting a need to replace the depleted workforce and/or reduce the level of service to a point that lessens the demand for human capital. Although the department / agency COOPs address reduced workforce scenarios, a widespread and/or substantial reduction jurisdiction-wide will require exploration of options and an analysis of both positive and negative consequences of each option. Each department / agency director will prepare such an analysis and provide it to the COG Team for final consideration. Alternative options that might be considered for workforce reductions include but are not limited to:

- Bringing in additional resources under the EMAC, MEMAC or mutual aid agreements.
- Temporarily reassigning staff from other areas of government that might be less impacted by the workforce reduction.
- Contracting Essential Functions or services to the private sector.
- Declaring an emergency under the Michigan Emergency Management Act or [\(insert name of local ordinance that allows such action\)](#) and implementing an emergency powers remedy.
- Requesting assistance under the federal Stafford Act, NRF and other federal authorities through the MSP/EMHSD.

A significant reduction in the [\(name of jurisdiction\)](#) workforce is likely to be caused by a work stoppage, pandemic disease outbreak or severe budget reduction:

*Work Stoppage / Strike.* Caused by a mass refusal of workers to perform work, a strike or work stoppage has the potential to disrupt the performance of Essential Functions. The stoppage may be limited to a single department / agency or widespread across the entire jurisdiction, and may come with little notice. Under Michigan's compulsory arbitration law, Public Act 312 of 1969, police, firefighters and public employees are required to forego traditional actions such as strikes, walkouts and lockouts. If an unauthorized strike or walkout occurs which adversely impacts continuity operations, possible options include but are not limited to: 1) termination of participating workers; 2) court-ordered injunction; 3) use of temporary replacement workers; 4) use of third-party contractors; and 5) filling vacancies through mutual aid agreements with neighboring jurisdictions.

*Pandemic Disease Outbreak.* FEMA guidelines for developing pandemic influenza continuity plans are intended to address highly contagious or virulent viral or bacterial diseases such as SARS, swine flu or avian flu. It is anticipated that over 30% of the population could become infected, of which approximately 50% would require medical care. Rates of absenteeism will depend on the severity of the pandemic, but it is expected to be high as employees not only need to care for themselves but may avoid work in order to care for their sick children or remain home to care for children whose schools have proactively closed.



**Explanatory Note:** Typically, employees that are infected with a virus can transmit the disease to others for the two days following the first appearance of symptoms, although reports regarding swine flu suggest this infectious period may last for seven days. This factor could also increase the number of lost worker days. Once a pandemic has entered the community, the outbreak typically lasts six to eight weeks before the rates of infection begin to decline. The potential also exists for mass transportation facilities to be closed, keeping workers who rely on such systems from reporting to work. Thus key officials and/or key continuity personnel, whose skills are critical regarding the performance of an Essential Function, may be lost for a considerable period of time.

AOFs may be used as a way for separating non-infected employees from the general population. Other options for addressing pandemic-induced workforce reduction include but are not necessarily limited to:

- Establishing communications with the ([name of jurisdiction](#)) Health Department to obtain information on the potential impacts of the outbreak and to develop strategies for dealing with those impacts.
- Implementing procedures for social distancing, infection control, personal hygiene, cross-training, and telework.
- Extending the planned performance of Essential Functions beyond the traditional 30 days cited in federal guidelines.
- Conducting a more critical analysis of the skills needed to perform Essential Functions to secure additional staff back-ups that can replace continuity personnel.
- Entering into pre-solicited contracts with third parties who may have the requisite skills to support Essential Functions.
- Pre-determining alternate suppliers of materials and services needed to support Essential Functions to prevent shortages should production or transportation systems be seriously impacted.
- Ensuring that Delegations of Authority and Orders of Succession run at least three deep, and providing for geographical dispersion of potential delegates / successors as a means for increasing the likelihood of their availability.
- Delivering Essential Functions from a remote location that would afford continuity personnel some level of isolation.
- Stockpiling food and essential goods as a means for reducing the amount of contact with the general population.
- Employing a medical screening exam for replacement employees that join continuity personnel in the performance of an Essential Function.
- Minimizing person-to-person contact with outside stakeholders while promoting connectivity between continuity personnel and external parties.
- Accessing vital records and data by electronic means, avoiding person-to-person contacts when possible.
- Considering retired and former employees as potential work replacements.

*Budget Reduction.* A significant reduction in revenue and/or an inability to reach agreement on a budget may make it impossible to retain key employees supporting Essential Functions. Typically, there is ample warning of these events, although whether they occur and to what length is less certain. Because there is generally ample warning, the following provisions can be instituted to lessen the impact of budget reduction:

- Adequately communicating potential loss of government services to the public in a manner that allows for questions to be answered and alternatives explored by the citizens on how they might minimize any impact on themselves or their families.
- Reducing the number of services provided in order to maintain the quality of the services that are provided.
- Reducing those Essential Functions that have the least negative impact.
- Drawing on the budget stabilization fund to cover the cost of implementing Essential Functions.
- Requesting state and federal assistance to help stabilize finances for the implementation of Essential Functions.

*Other Causes.* Catastrophic disasters (e.g., tornadoes, weapon of mass destruction attack, fire, flooding) with widespread and/or severe local impacts can also lead to temporary workforce reductions. The warning duration for these events can be relatively short, giving little time to prepare and reinforce the need for continuity planning with sufficient succession in leadership, system redundancy, and an adequate supply chain for goods and materials.

**Conduct of Elections.** In addition to electing government officials, elections are held for a variety of reasons important to the preservation and continuation of Constitutional governance, including but not limited to: 1) increasing or limiting taxation; 2) approving local ordinances or bond proposals, or ratifying amendments to the Constitution; 3) filling school board positions; and 4) recalling officials. Free and fair elections are the lifeblood of democracy and therefore are one of government's most Essential Functions.

Elections in Michigan are administered locally through city, county, village and township clerks, who are actually responsible for the conduct of elections within their jurisdictions. Within [\(name of jurisdiction\)](#), this responsibility rests with the [\(insert exact title of position\)](#) located within [\(insert name of local office\)](#). Except for special elections to fill vacancies or as otherwise provided in the Michigan Constitution of 1963, all elections for national, state, county and township offices are to be held on the first Tuesday after the first Monday in November in each even-numbered year or on such other date as members of the Congress of the United States are regularly elected (Michigan Constitution of 1963, Article II, Section 5).

The Michigan Department of State (Secretary of State) is responsible for enforcing election laws, has supervisory control over local election officials, and keeps records of nominating positions and various reports turned in by candidates and office holders. Election inspectors are assigned to polling places with the responsibility of ensuring the voting takes place with honesty and integrity. The Secretary of State's Bureau of Elections accepts and reviews petition fillings, supervises campaign finance laws, manages voter registration, and maintains considerable Internet services for both voters and those running for office. The Secretary of State also receives and investigates campaign and election complaints.

A Constitutionally-mandated Board of Canvassers arranges for the wording on proposals, determines the nature of voting equipment, and certifies election results.

As an Essential Function that supports the most basic elements of democratic and Constitutional governance, provisions for the conduct and administration of elections during a continuity incident have been thoroughly documented in a COOP developed and maintained by the [\(insert exact title of position\)](#) and [\(insert name of local office\)](#) as a continuity vital record. (Refer to **Attachments 1, 3 and 11.**) In addition, because of the importance and complexity of the elections process and the fact that [\(insert exact title of position\)](#) is primarily responsible for its timely, fair, impartial and legally defensible implementation, [\(he/she\)](#) is also a key member of the COG Team. Among [\(his/her\)](#) most basic continuity responsibilities is to ensure that the elections process can be successfully carried out from an AOF or ASG, if required, and to maintain communication and connectivity with the Michigan Department of State and the public regarding the conduct and results of local elections.

**Explanatory Note:** Elements that should be considered when planning for the conduct and administration of elections during a continuity incident include but are not necessarily limited to: 1) reception and processing of all documentation regarding the election and/or candidates; 2) creation, storage and protection of ballots; 3) alternate polling locations; 4) back-up voting equipment; 5) mutual aid with neighboring jurisdictions to supply equipment, polling locations, or elections personnel; 6) communication with the public regarding changes in the election process or polling locations, including the use of multiple media for conveying information; 7) secure transport of ballots to polling locations and the election administrative center; 8) reception and counting of ballots; 9) declaration and certification of election results; and 10) reporting to state elections authorities regarding the elections process and its results.

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## Conduct of Judicial Proceedings.

**Explanatory Note:** Michigan courts handle two types of cases: 1) criminal cases, where the courts through the viewing of evidence and testimony provided at a trial determine guilt or innocence of persons accused of crimes; and 2) civil cases, where a lawsuit is brought by one person against another and the courts are asked to decide in favor of one of the parties. These cases are tried in the lower courts (i.e., Probate, Circuit, District and Municipal Courts). The term “trial court” applies to the lower courts. The lower courts are based in Michigan local jurisdictions. The Michigan Supreme Court and the Appellate Court are higher courts where appeals are heard.

**Probate Courts** resolve wills, can commit the mentally disturbed, finalize adoptions, and address issues related to juvenile delinquency and guardianship.

**District Courts** handle less serious criminal cases (i.e., misdemeanor) and civil suits (less than \$10,000). District Courts also conduct arraignments of suspects for more serious crimes (i.e., felonies). At the arraignment, charges are brought against the suspect, at which time the suspect enters a plea of guilty or not-guilty. Arraignments are usually held the day of or the day after arrest. An amount of bail, if warranted, can be set. Ultimately, the suspected felon would be tried in a circuit court, but beforehand District Courts may hold a preliminary examination usually within 12 days of the alleged crime. A preliminary examination looks at evidence to determine 1) if a crime has been committed, and 2) is there probable cause to believe the person being held is responsible.

**Circuit Courts** handle the most serious criminal cases and largest civil cases. The Circuit Court also handles divorces, injunctions, and some appeals from the District and Probate Courts.

**Municipal Courts** have limited jurisdiction over certain types of civil and criminal cases and focus on misdemeanor criminal cases, some traffic and ordinance violations, and preliminary hearings for felony criminal cases. Municipal Courts can also handle some general civil cases with limitations on the amounts of money under dispute.

**The Court of Appeals (Appellate Court)** hears all criminal appeals and only those civil appeals it chooses to hear. A panel of three judges hears each appeals case. The appeals process has the judges first reviewing each attorney’s case in written form. The attorneys then present their cases orally, allowing the appeals judges to ask questions clarifying any points in their arguments. Later, the judges discuss the case and make their decision by majority vote. One of the judges documents the decision, and the case is considered closed unless the Supreme Court decides to hear a second appeal.

**The Michigan Supreme Court** is the court of last appeal and it hears only those cases the justices choose to hear. The Supreme Court also oversees and establishes judiciary and administrative rules for all Michigan Courts and hears appeals in a process similar to that of the Court of Appeals in that the seven justices ultimately discuss each of the cases among themselves and then make a decision based on majority vote.

The lower courts must be integrated into local continuity planning efforts because they are locally based and derive their operational funding locally. The Michigan Supreme Court and the Court of Appeals are higher level courts which have been integrated into state-level continuity planning efforts.

The functions of the Michigan court system are essential to safeguarding civil liberties, resolving disputes, prosecuting criminals, and projecting a visible and viable Constitutional government. (Name of jurisdiction) is home to (list lower courts located in jurisdiction). As a result, the continued conduct of local judicial proceedings is an Essential Function that must be continued during a continuity incident. Provisions for the continued conduct of judicial proceedings during a continuity incident have been thoroughly documented in a COOP developed and maintained by the (insert exact title of position) and (insert name of local court office) as a continuity vital record. (Refer to **Attachments 1, 3 and 11.**) In addition, the (insert exact title of position) from the (insert name of local court office) is also a key member of the COG Team. Among (his/her) most basic continuity responsibilities is to ensure that judicial proceedings can continue to be successfully conducted from an AOF or the ASG, if required, and to maintain communication and connectivity with the State Court Administrative Office, local law enforcement and advocacy agencies, and the public regarding the conduct of judicial proceedings and administration of the courts. The (insert exact title of position) from the (insert name of local court office) will represent the judiciary (local courts) in the ASG, providing liaison to the Executive and Legislative Branches and serving as an information resource regarding court operations and judicial legal requirements.

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## Conduct of Legislative Process.

**Explanatory Note:** Article VII, Section 2 of the Michigan Constitution of 1963 indicates that subject to state law, a county charter may authorize the county, through its regularly constituted authority, to adopt resolutions and ordinances relating to its concerns. Section 8 calls for the Board of Supervisors of a county to have legislative, administrative and other powers and duties as provided by law. Section 11 tempers the Board's budgeting and expenditure authority somewhat by prohibiting a county's total debt from exceeding 10-percent of its assessed property valuation.

The [\(name of legislative body\)](#) is responsible for the legislative functions within [\(name of jurisdiction\)](#), including the development and enactment of local ordinances, approval of budgets for departments / agencies, approval of appointments to various advisory bodies, and general oversight and monitoring of numerous administrative functions. The [\(name of legislative body\)](#) also must authorize the extension of a local "state of emergency" declared by the [\(title of chief elected official\)](#) under the Michigan Emergency Management Act. Many of these are Essential Functions that must be continued during a continuity incident. When the COG Plan is activated and it is necessary to relocate government, the [\(name of legislative body\)](#) will be relocated to the ASG, where legislative Essential Functions can resume. Legislative Essential Functions have been thoroughly documented in a COOP developed and maintained by the [\(insert exact title of position\)](#) and [\(insert name of legislative office\)](#) as a continuity vital record. (Refer to **Attachments 1, 3 and 11.**)

## Continuity of State Government.

**Explanatory Note:** Continuity of Michigan State Government is addressed in the MCOGP (MSP/EMHSD Publication 110) and in the COOPs developed and maintained by the departments and agencies of the Executive Branch, and the Judicial and Legislative Branches and their respective administrative offices. The MCOGP acknowledges the vital role of local governments in maintaining COG throughout Michigan. The MCOGP places great emphasis on the need to maintain continuous communication and connectivity with local governments during a continuity incident. In addition, it also highlights the importance of developing counterpart local COG Plans and COOPs which are consistent and coordinated with the MCOGP and the Branch COOPs.

To ensure the latter occurs, the MSP/EMHSD has developed and distributed continuity planning guidance which, if followed, will result in a COG Plan and department / agency COOPs that are consistent and coordinated with the MCOGP and the Branch COOPs and help support the eight NEFs outlined in Presidential Directives NSPD-51 and HSPD-20. That planning guidance is contained in this document, MSP/EMHSD Publication 110a, "Local Continuity Planning Handbook." In addition, to ensure coordination of general emergency operations during a continuity incident, local jurisdictions are encouraged to follow the planning guidance provided in MSP/EMHSD Publication 201, "Local Emergency Planning Handbook," and to coordinate with and adhere to the basic provisions contained in the Michigan Emergency Management Plan (MEMP) as well as MSP/EMHSD Publication 901, "Michigan Damage Assessment Handbook."

This COG Plan and department / agency COOPs were developed using MSP/EMHSD Publication 110a, "Local Continuity Planning Handbook," as guidance. As a result, they are generally consistent and coordinated with their state-level, counterpart continuity plans. This includes the MCOGP and the COOPs developed and maintained by the Executive, Judicial and Legislative Branches and their respective administrative offices, for the continuation of state-level Essential Functions. In addition, the [\(name of jurisdiction\)](#) COG Plan and COOPs are also consistent with federal continuity guidelines provided in Federal Continuity Guidance Circular 1 (CGC1), "Continuity Guidance for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations)," dated January 2009. The [\(name of jurisdiction\)](#)'s close adherence to state and federal guidance should result in improved operations during a continuity incident and enhanced coordination with the State, federal government, [\(tribal governments – if applicable\)](#), and other local governments.

**Continuity of Local Support Jurisdictions.** The [\(name of jurisdiction\)](#) has [\(insert number\)](#) local support jurisdictions that have developed a COG Plan which has been cross-referenced with this COG Plan and listed in **Attachment 1.** These jurisdictions each also have a designated representative who serves as a member of the COG Team and will be notified and mobilized when the COG Team is activated.

## Economic Stabilization.

**Explanatory Note:** Economic stability is essential for government, institutions, businesses and the public to thrive. Economic stability is important to continuity planning from at least two perspectives: 1) in order for government to implement continuity operations, funding and resources are required that are more likely with a healthy economy; and 2) the powers that government might exercise to help stabilize the economy could themselves be compromised during periods of economic instability. The stability of local economies is heavily influenced by how well local businesses are able to function and thrive. Local government performs many functions that can help stabilize and facilitate the economy, including but not limited to providing civil order and security, providing and maintaining public infrastructure (e.g., transportation, water, sewer), providing for a safe and hazard-free environment, and providing and maintaining public amenities which aid businesses in conducting commerce (e.g., functioning traffic signals, parking, street furnishings, directional signage).

([Name of jurisdiction](#)) performs many functions that can help stabilize and facilitate the local economy during and after a continuity incident, including but not limited to:

- Providing and maintaining civil order and security.
- Providing and maintaining public infrastructure (e.g., transportation, water, sewer).
- Providing for a generally safe and hazard-free environment.
- Providing and maintaining public amenities which facilitate or aid in the conduct of commerce (e.g., functioning traffic signals, parking, street furnishings, directional signage).
- Investigating illegal or unfair business practices which cheat consumers or create an unfair business environment.
- Rapidly clearing debris from public thoroughfares and spaces (subsequent to debris-generating incidents).
- Providing for the general life sustainment needs of affected residents so that they are in a position to survive and recover from the incident.
- Providing rapid, factual and continuous information to the public regarding the nature, scope and magnitude, level of damage and impact, and anticipated duration of the continuity incident and the expected timeframe for recovery.
- Providing visible and strong public leadership which instills confidence in government and the community in general.
- Mobilizing resources necessary to respond to and recovery from the continuity incident.

Some but not all of these functions have been designated as Essential Functions and therefore will receive priority attention for continuation during and after a continuity incident (see **Attachment 3**). Functions which require state-level involvement or resources will be coordinated through the MSP/EMHSD and the SEOC/ASEOC as soon as the need for the function(s) is identified through incident assessment and monitoring.

*Financial Institutions.* How local financial institutions choose to conduct their business can have a positive or negative impact on economic stability subsequent to a continuity incident. ([Name of jurisdiction](#)) has little if any statutory authority over the manner in which local financial institutions operate. However, state government has an ability to influence business practices within the financial sector. The Office of Financial and Insurance Regulations (OFIR) within the Michigan Department of Licensing and Regulatory Affairs (MDLRA) is the lead agency for monitoring Michigan banks, insurance companies, savings and loan associations, credit unions, and mortgage companies. The OFIR has the mission of ensuring that financial institutions “are safe, sound, and entitled to the public trust.” Locally, financial institutions are needed during incident recovery to conduct transactions and provide credit. In the unlikely event that local financial institutions are not operating in a manner that promotes the recovery of and helps to stabilize ([name of jurisdiction](#))’s economy, the ([insert title of individual](#)) of the ([insert name of local department / agency](#)) will pursue state intervention and assistance through the SEOC/ASEOC as soon as the need for such action is identified.

*Budget.* Declining revenue from the State to ([name of jurisdiction](#)) and disruptions in the collection of taxes, fees and other revenue can seriously impair the continuance of Essential Functions and recovery from the continuity incident. If serious, incident-related budgetary shortfalls occur during incident recovery, cost cutting measures will likely have to be instituted. These may include but are not necessarily limited to: 1) discontinuing non-Essential Functions; 2) altering the timing and scope of Essential Function restoration; 3) raising bonds or increasing taxes; 4) privatizing services; 5) consolidating services with neighboring communities; and 6) reduced service delivery.

The [\(insert title of individual\)](#) of the [\(insert name of local department / agency\)](#) is responsible for addressing the budgetary process and budget-related issues subsequent to a continuity incident.

*Business / Economic Development Services.*

**Explanatory Note:** Examples of business / economic development services commonly implemented at the local government level in Michigan include but are not limited to programs that attract and retain businesses, increase worker skills, promote diversity in the manufacturing sector, invest in the local infrastructure, encourage business development, or support entrepreneurial and small business growth.

The [\(insert title of individual\)](#) of the [\(insert name of local department / agency\)](#) is primarily responsible for the implementation of business and economic development services within [\(name of jurisdiction\)](#) that may promote economic stability after a continuity incident. Many of these services have been identified as Essential Functions (refer to **Attachment 3**).

*Payments to Other Governments, Businesses and Individuals.*

**Explanatory Note:** Cessation of payments to other governments and local vendors and defaulting on bonds and other financial obligations can destabilize the local and regional economy and completely undermine the faith of the citizenry and entities outside of the jurisdiction in the ability of the jurisdiction to meet its statutory and/or moral financial obligations – even in the face of a catastrophic incident. Such action would likely have severe and long-lasting consequences for the jurisdiction. In addition, the cessation of obligatory funding to local vendors (e.g., job banks, educational institutions, tourism organizations, transportation authorities, public entertainment or recreational venues) could effectively shut down those organizations / facilities and cause additional stress to the local and regional economy. Generally, continuation of governmental payments should be given strong consideration as an Essential Function because it helps implement one of the eight NEFs (“Protecting and stabilizing the Nation’s economy and ensuring public confidence in its financial systems”).

Continuation of payments to other governments, businesses and individuals in the aftermath of a continuity incident is an Essential Function for [\(name of jurisdiction\)](#). (Refer to **Attachment 3**.) Such payments are necessary to stabilize the local and regional economy, to instill faith on the part of the citizenry in the leadership and stability of [\(name of jurisdiction\)](#) government, and to maintain [\(name of jurisdiction\)](#)’s bond and credit ratings.

**Preservation of Public Health and Safety.** Functions and services dedicated to preserving public health and safety are “essential” for the [\(name of jurisdiction\)](#) to survive and thrive during and after a continuity incident. Because of the importance of these functions and services, many have been codified in state law (see summaries below). The local activities required to implement these emergency authorities are Essential Functions and are listed in **Attachment 3**.

**Explanatory Note:** Preservation of public health and safety is a NEF: (“Providing for critical Federal Government services that address the national health, safety, and welfare of the United States”); therefore, activities required to implement emergency authorities enabled at the state level or locally should be considered Essential Functions. Emergency authorities are intended to ensure public health and safety is not compromised during an emergency event. The Michigan Constitution of 1963, Michigan Public Acts, and local ordinances provide the legal framework upon which emergency authorities are granted.

(The Michigan Constitution of 1963, Article IV, Section 39 addresses continuity of government in emergencies, but only those specifically caused by a nuclear attack: “In order to insure continuity of state and local governmental operations in periods of emergency only, resulting from disasters occurring in this state caused by enemy attack on the United States, the legislature may provide by law for prompt and temporary succession to the powers and duties of public offices, of whatever nature and whether filled by election or appointment, the incumbents of which may become unavailable for carrying on the powers and duties of such offices; and enact other laws necessary and proper for insuring the continuity of governmental operations. Notwithstanding the power conferred by this section, elections shall always be called as soon as possible to fill any vacancies in elective offices temporarily occupied by operation of any legislation enacted pursuant to the provisions of this section.” Although the Michigan Constitution of 1963 is silent on continuity of government during non-nuclear attack emergencies and disasters, it can be reasonably inferred that the same provisions that exist for nuclear attack emergencies and disasters can also be applied to non-nuclear attack emergencies and disasters of a severe or catastrophic nature – even though the Constitution does not have specific enabling language regarding this.



*Emergency Authorities.* Following are summaries of some of the more relevant provisions of emergency authorities that may be implemented by [\(name of jurisdiction\)](#) when the COG Plan is implemented and/or may otherwise impact [\(name of jurisdiction\)](#) when state-level COG actions are taken:

(Note: Refer to **Attachment 16** for a summary of the COG provisions found in the Michigan Constitution of 1963. Refer to **Attachment 17** for a brief synopsis of Michigan Public Acts which directly address or relate to COG at the state and local level.)

Michigan Constitution of 1963. The Michigan Constitution of 1963 calls for the Michigan Legislature to provide by law for the prompt and temporary succession to the powers and duties of public office in periods of emergency only, when resulting from disasters occurring by enemy attack on the United States, and when the incumbent is unavailable to carry out the powers and duties of such offices (Article IV, Section 39). This provision is implemented at the state and local level during a continuity incident via the following Michigan Public Acts:

- Act 202, Public Acts of 1959, the Emergency Interim Executive Succession Act
- Act 227, Public Acts of 1963, the Emergency Interim Judicial Succession Act
- Act 303, Public Acts of 2000, the Emergency Interim Local Succession Act

The Michigan Constitution also calls for a balanced budget; however, the budget may be exceeded when the Governor requests the Michigan Legislature to declare an emergency, the request is specific in nature and amount, and Legislative approval is obtained from a 2/3 vote from both chambers (Article IX, Section 27). This may impact [\(name of jurisdiction\)](#) in a positive manner, in that additional state financial and/or direct resources may be made available to address continuity incident costs and response / recovery needs of local jurisdictions.

Michigan Emergency Management Act. Section 10 of the Act enables the [\(name of jurisdiction\)](#) to do any or all of the following activities in support of continuity planning and management and/or general emergency operations within the jurisdiction:

- Direct and coordinate the development of emergency operations plans and programs (which includes continuity planning and management) in accordance with the policies and plans established by the MSP/EMHSD and other appropriate federal and state agencies. (Note: Section 10 specifically requires that local courts be included in such planning efforts.)
- Declare a local state of emergency if circumstances within [\(name of jurisdiction\)](#) indicate that the occurrence or threat of widespread or severe damage, injury, or loss of life or property from a natural or human-made cause exists and, under a declaration of a local state of emergency, issue directives as to travel restrictions on county or local roads. This power is vested in the [\(title of chief elected official, or other official designated by charter\)](#) and shall not be continued or renewed for a period in excess of seven days except with the consent of the [\(name of legislative body\)](#) of [\(name of jurisdiction\)](#). The declaration of a local state of emergency must be promptly filed with MSP/EMHSD, unless circumstances attendant upon the disaster prevent or impede its prompt filing.
- Appropriate and expend funds, make contracts, and obtain and distribute equipment, materials and supplies for disaster purposes.
- Provide for the health and safety of persons and property, including emergency assistance to [\(name of jurisdiction\)](#) residents that are victims of a disaster.
- Direct and coordinate local multi-agency response to emergencies within [\(name of jurisdiction\)](#).
- Appoint, employ, remove, or provide, with or without compensation, rescue teams, auxiliary fire and police personnel, and other disaster workers.
- Appoint an emergency management advisory council.
- If a state of disaster or emergency is declared by the Governor, assign and make available for duty the employees, property or equipment of [\(name of jurisdiction\)](#) relating to fire fighting; engineering; rescue; health, medical, and related services; police; transportation; construction; and similar items or service for disaster relief purposes within or without the physical limits of [\(name of jurisdiction\)](#) as ordered by the Governor or the Director of the State Police.

- In the event of a foreign attack upon Michigan, waive procedures and formalities otherwise required by law pertaining to the performance of public work, entering into contracts, the incurring of obligations, the employment of permanent and temporary workers, the utilization of volunteer workers, the rental of equipment, the purchase and distribution of supplies, materials, and facilities, and the appropriation and expenditure of public funds.
- For the purpose of providing assistance during a disaster or emergency, ([name of jurisdiction](#)) may enter into mutual aid or reciprocal aid agreements or compacts with other counties, municipalities, public agencies, federally recognized tribal nations, or private sector agencies, or all of these entities. A compact entered into pursuant to this subsection is limited to the exchange of personnel, equipment, and other resources in times of emergency, disaster, or other serious threats to public health and safety. The arrangements shall also be consistent with the MEMP.
- The ([insert correct title of EMC](#)) may assist in the development or negotiation, or both, of a mutual aid or reciprocal aid agreement or compact made pursuant to Section 4(3) and shall carry out the agreement or compact.

(Note: Refer to **Attachment 17** for a list of relevant state-level Act 390 provisions, including important powers provided to the Governor and Director of the State Police.)

Emergency Powers of the Governor Act. The Emergency Powers of the Governor Act (1945 PA 302) empowers the Governor during times of public crisis, or threat thereof, to declare a state of emergency. The Governor may then proclaim orders, rules and regulations considered necessary to protect life and property or to bring the emergency under control. These rules may include, but are not limited to: traffic control (public and private); limiting the occupancy and use of buildings; controlling places of assembly on public streets; mandating a curfew; controlling the sale and distribution of liquor; and controlling the storage, use, and transportation of explosives or hazardous substances deemed dangerous to public safety.

Public Health Code. Under the Public Health Code (1978 PA 368) the Director of the Michigan Department of Community Health (MDCH) may, in response to an epidemic, declare a public health emergency, prohibit people from gathering and then issue operational procedures protective of public health (Section 2253). In the event of avian flu or other pandemic event, the Director of the MDCH may call on the Michigan Department of Agriculture to update the pandemic plan (Section 5112). The Director may also require that individuals undergo tests and treatment to identify and control a contagious disease (Section 5203). A local health officer or peace officer can petition the Circuit Court to detain and transfer an individual to an emergency treatment facility when it is reasonable to believe that person is either a carrier of a disease or a health threat (Section 5207). The mission of local health departments are to continually and diligently endeavor to prevent disease, prolong life, and promote the public health through organized programs, including disease prevention and control of health. The health department has the authority to adopt regulations that properly safeguard the public health and to prevent the spread of diseases and sources of contamination.

Suspension of Business of Banks and Savings Association Act. The Commissioner of the OFIS in the MDLRA may, when an emergency (i.e., a condition that interferes physically with the conduct of normal business operations of one or more offices of a financial institution, or which poses an imminent or existing threat to the safety and security of a person or property, or both) exists, may close a financial institution (state chartered bank, savings bank, credit union, or savings and loan association) over which the Commissioner has regulatory authority (1978 PA 232, Sections 1 and 2).

Declaration of a State of Energy Emergency Act. Under the Declaration of a State of Energy Emergency Act (1982 PA 191), the Governor may declare, by executive order or proclamation, a “State of Energy Emergency” to formulate an appropriate state response to an actual or anticipated energy emergency. The Governor may order specific restrictions on a wide variety of energy consumptions in order to conserve energy resources and then direct energy source providers to redistribute those resources to address an emergency need (Section 4).



Fire Prevention Code. Under the Fire Prevention Code (1941 PA 207), the State Fire Marshal may request the Circuit Court to take action related to fire hazards deemed imminently dangerous or menacing to human life. The Court may make any order or decree considered necessary in addressing the hazard, including that a building be razed and removed, or the building be repaired, or that debris and rubbish be removed from the site. The Court may also rule that the occupants of a building be removed from the premises and/or that building use be limited in some fashion.

Local Charters and Ordinances.

**Explanatory Note:** Provide narrative here summarizing those sections of local charters, codes, ordinances, policies, plans, etc., that directly pertain to protecting public safety and security during a continuity incident or other disaster or emergency.

[\(Insert narrative here regarding charters, codes, ordinances, policies, plans, etc.\)](#)

*Directing / Compelling Evacuation.* Under Section 5 of the Michigan Emergency Management Act (1976 PA 390), the Governor may, upon declaration of a disaster or emergency, direct and compel the evacuation of all or part of the population from a stricken or threatened area within the state if necessary for the preservation of life. In addition, the Governor may prescribe transportation routes, modes, and destination in connection with an evacuation.

Under the Interstate Emergency Assistance Compact Act (2001 PA 247, Article X), should the State elect to enter into a voluntary mutual aid agreement with another state for the evacuation of the civilian population, the details pertaining to the nature, scope, magnitude and timing of the evacuation are to be worked out between the party states and the various jurisdictions where the incident requiring evacuation occurs.

During a continuity incident, if State-mandated evacuations are directed at or otherwise impact [\(name of jurisdiction\)](#), the [\(insert name of EOP section or stand-alone document\)](#) will be implemented to manage and direct the evacuation locally. Refer to [\(that / those\)](#) document(s) for details on evacuation and mass care procedures.

For a continuity incident, evacuation of affected residents and facilities will be one of two considered protective actions (the other being in-place sheltering) because most of the postulated initiating conditions for a continuity incident will require either evacuation or in-place sheltering in order to protect the health, safety and well-being of [\(name of jurisdiction\)](#) residents. If a State-mandated evacuation by the Governor is not called, the determination of protective actions for [\(name of jurisdiction\)](#) residents will be made by the [\(insert correct title of EMC\)](#) based on the consent of the [\(title of chief elected official\)](#) and as prescribed in the [\(name of jurisdiction\)](#) EOP.

*Imposition of Martial Law.* Under the Michigan Military Act (1967 PA 150, Section 105), “martial law” or “martial rule” refers to partial or complete military control over domestic territory in time of emergency because of public necessity. When the Governor activates the organized militia (Section 151), the Governor may by proclamation declare the county or city in which the troops are serving, or any specified portion thereof, to be under martial law or martial rule if in the Governor’s judgment martial rule will promote maintenance of the law (Section 175).

*Use of Michigan National Guard Resources for Public Safety.* Under Section 151 of 1967 PA 150, the Governor, as the commander-in-chief of the organized militia, may order to active state service any members of the organized militia in cases of riot, tumult, breach of the peace, resistance of process, or for service in aid of civil authority, whether state or federal, or in time of public danger, disaster, crisis, catastrophe or other public emergency within the state. If the Governor and his or her legal successors are absent, disabled or cannot be communicated with, the Adjutant General, if he or she believes the danger great and imminent, may order out, in the name of the Governor, the organized militia as he or she believes necessary to meet the emergency.

*Imposition of Isolation or Quarantine.* Public health officials may rely on isolation and quarantine to prevent the spread of a contagious disease. Isolation refers to separating those people who are infected or ill with an infectious disease from those that are not. People in isolation may be cared for in their homes, hospitals, or in designated healthcare facilities. Quarantine refers to separating and restricting the movement of those who have been exposed to an infectious agent (but are not yet ill) from those who have not been exposed. Isolation and quarantine strategies can be imposed by local public health officials either voluntarily or non-voluntarily under state, federal or local laws.

Federal Public Health Services Act. The Secretary of the federal Department of Health and Human Services (HHS) has primary statutory responsibility for preventing the spread of diseases from foreign countries into the United States. By law, U.S. Customs and Border Protection and the Coast Guard are to provide enforcement aid in support of quarantine laws. States and local jurisdictions have primary responsibility for isolation and quarantine within their borders whereas the federal government has residual authority under the Commerce Clause of the U.S. Constitution to prevent the interstate spread of disease. By statute, the HHS Secretary may accept state and local assistance in the enforcement of federal quarantine regulations and may assist states and local officials in the control of communicable diseases. It is possible for federal, state, and local health authorities simultaneously to have separate but concurrent legal quarantine power in a particular situation (e.g., an arriving aircraft at a large city airport). Because isolation and quarantine are "police power" functions, public health officials at the federal, state and local levels may occasionally seek the assistance of their respective law enforcement counterparts to enforce a public health order.

Public Health Code. Under the Public Health Code (1978 PA 368) both the MDCH and local public health departments have authority to issue emergency orders to control an epidemic, which includes prohibiting the gathering of people and the establishment of procedures to be followed by individuals to prevent spread of the disease. The health departments may petition the courts to take action against anyone failing to follow isolation or quarantine procedures. Under Section 5203 of the Code, health departments may issue a warning notice to individuals potentially spreading a disease, requiring them to participate in education, counseling, or treatment programs, and/or to undergo medical tests to confirm they are a carrier of the disease. Absent an emergency, the individual has certain rights, including the right to a hearing before the courts. These rights are to be stated in the warning notice. In a public health emergency, the health departments may order that an individual be taken into custody and transported to a health care facility for involuntary detention for a period not longer than 72 hours without a court hearing determining if involuntary retention should continue.

Animal Industry Act. Under the Michigan Animal Industry Act (1988 PA 466, Section 12), the Director of the MDA may issue quarantines on animals, equipment, vehicles, structures, premises, or any area of the state, including the entire state in order to prevent the spread of a suspected infectious disease or toxicological agent. The Director may request law enforcement agents to enforce the quarantine. Officers may kill any animal found at large in violation of the quarantine.

*Health and Safety of Persons in Correctional Institutions.* The ([Sheriff, Chief of Police or other law enforcement officer – insert correct title](#)) is responsible for safeguarding persons confined to the ([name of jurisdiction](#)) ([insert correct facility name – jail, corrections center, correctional facility, etc.](#)). Those functions pertaining to the safeguarding of incarcerated persons are to be maintained during a continuity incident or other emergency event. In the ([name of jurisdiction](#)) ([insert correct facility name – jail, corrections center, correctional facility, etc.](#)), the responsibility for ensuring that Essential Functions related to prisoner safety and security are restored in a timely manner rests with ([insert title of individual](#)). Procedures governing this are contained in the ([insert name of document](#)), which is developed and maintained by ([insert title of individual](#)) in the ([insert name of department / agency](#)). This also includes the decision making process that will be followed when considering a facility evacuation. Protection of incarcerated persons is an Essential Function. Refer to **Attachment 3**.

*Health and Safety of Students at Public Education Institutions.* The Michigan Constitution of 1963, Article III, provides for the State Board of Education to oversee all supervisory duties of public schools. In addition, 1964 PA 287, Section 3 defines the State Board's general supervisory duties to also include community colleges. Responsibilities of the State Board include the "preservation of health" of pupils. The State Board of Education supervisory responsibility does not extend to four-year baccalaureate universities, which are the responsibility of their respective individual governing boards.

The Revised School Code (1976 PA 451) assigns each public school district with the responsibility to provide for the safety and welfare of pupils while at school or while at a school sponsored activity. Specifically, each school board is responsible for carrying out the State Board's recommendations (in the State Board's "School Safety Information Policy") relative to school safety, including any condition that may endanger the life or health of pupils. The School Safety Information Policy also calls for schools to develop response plans. (Note: Although the Policy refers more to criminal acts rather than to natural disasters and other emergencies, in recent years a more all-hazards approach has been followed.)

At higher education facilities, each university or college is responsible for developing appropriate emergency management and preparedness plans as defined by their respective Boards. In accordance with the Michigan Emergency Management Act (1976 PA 390), a public college or university with a combined average population of faculty, students, and staff of 25,000 or more, including its satellite campuses within the state, shall appoint an EMC. Public colleges or universities with a combined average population of faculty, students, and staff of 10,000 or more, including its satellite campuses within the state, may appoint an EMC for the public college or university.

**Explanatory Note:** Insert the following narrative if the jurisdiction has educational institutions that fall under the above-referenced 1976 PA 390 provisions:

[\(Name of jurisdiction\)](#) has [\(insert number\)](#) educational institutions that meet these provisions under the Act. The [\(name of jurisdiction\)](#) [\(insert correct title of EMC\)](#) will coordinate with each institution's EMC in the development of an emergency plan for the institution that integrates into and is consistent with the [\(name of jurisdiction\)](#) EOP and continuity plans. These institutional plans will not be continuity-specific but may include continuity provisions as deemed appropriate by each institution EMC.

*State and Local Health Department Functions.* In the event of an epidemic involving a highly contagious disease, public confidence depends, in part, on the ability of the MDCH and local public health departments to provide services that detect and treat the outbreak. The loss of such services could potentially lead to widespread panic and chaos. Insofar as "Providing for critical Federal Government services that address the national health, safety, and welfare of the United States" is an NEF and state and local health departments are the primary implementation mechanisms for public health services, [\(name of jurisdiction\)](#) has made disease surveillance, control and eradication a PMEF (refer to **Attachment 3**). The following services, provided locally or accessed via the State, are considered functional sub-elements of this overall PMEF and are addressed in the COOP that covers this function:

- **The Michigan Health Alert Network (MIHAN)** is a web-based emergency notification system where health professionals develop an alert notification profile consisting of five means of contact. The MIHAN then systematically notifies each person relaying an alert notification message. The call directory is based on Michigan's pre-established eight public health regions. Currently, the MIHAN contains over 4,000 participants from local health departments, hospitals, clinics, critical first responders across the state, and many of Michigan's state governmental agencies.
- **Michigan Disease Surveillance System (MDSS)** is a web-based communicable disease database developed for the MDCH. Its intent is to rapidly detect disease outbreaks from either naturally occurring agents or those resulting from intentional contamination. State and regional epidemiologists are able to view real-time data entered by physicians and emergency rooms in order to track the geographical dispersion of disease incidences.

- **Laboratory Response Network (LRN)** plays a key role in detecting and investigating common and emerging infectious disease outbreaks by providing the analytical methods to detect various chemical and biological agents to which the general population might have been exposed.
- **EM System / EM Resource:** This web-based tool is used by Regional Medical Coordination Centers to provide information on the availability of beds and ventilators at various hospitals and clinics. This information is useful in addressing any surge in hospital admittances following a disaster or pandemic event.
- **Modular Emergency Medical System (MEMS)** is a response strategy calling for Regional Medical Coordination Centers to be created along with the ability to stand-up Neighborhood Emergency Help Centers (NEHC) and Alternate Care Centers (ACC) as part of a strategy to enhance a region's surge capacity related to hospitalization. The Regional Medical Coordination Centers are intended to coordinate activities between local / regional medical health agencies and local emergency management personnel.
- **Michigan Transportable Emergency Surge Assistant Medical Units (MITESA)** provides the State with the capacity to transport mobile hospital units to the site of a disaster as a further means of addressing hospital surge limitations.
- **Michigan Mortuary Response Team (MI-MORT)** is a mobile mortuary response team that can be dispatched to a disaster scene to address mass casualties. Composed of various professionals, the team works in concert with the local medical examiner to recover, identify and process deceased victims of a disaster. A Disaster Portable Morgue Unit (DPMU) contains the equipment and supplies necessary to carry out the intended operations.
- **Strategic National Stockpile (SNS) Plan** addresses the warehousing of drugs, vaccines, and antidotes that might be called upon in the event of a chemical, biological, or radiological released to the environment or in case of a pandemic event. The strategy calls not only for stockpiling needed vaccines and medicines but distribution of these agents to the public at large. [\(Name of jurisdiction\)](#) has a current SNS distribution plan which was developed in partnership with the MDCH.
- **Michigan Emergency Drug Delivery Resource Network (MEDRUN)** is capable of delivering a cache of medications and supplies to treat approximately 100 casualties on scene. The MEDRUN is able to make delivery to the scene within one hour's time for 90% of the state. Time-sensitive medicines such as nerve agent antidotes rely on this rapid delivery system.

*Law Enforcement Functions.* During critical times, to retain public confidence, it is important that [\(name of jurisdiction\)](#) law enforcement functions and activities remain visible and operational. Insofar as "Protecting against threats to the homeland and bringing to justice perpetrators of crimes or attacks against the United States or its people, property, or interests" is an NEF and local and state law enforcement agencies are primarily responsible for crime prevention, criminal investigations and the maintenance of law and order, [\(name of jurisdiction\)](#) has made law enforcement / protection of public safety a PMEF (refer to **Attachment 3**). The following services, provided locally or in concert with the State, are considered functional sub-elements of this overall PMEF and are addressed in the COOP that covers this function:

- **Command Center and Central Dispatch:** Providing command and control of law enforcement resources is critical for prioritizing resources and ensuring those resources are dispatched in a timely manner. Command, control and dispatch of [\(name of jurisdiction\)](#) law enforcement resources is handled through [\(insert name of command / dispatch center\)](#).
- **EOC/AEOC:** [\(Name of jurisdiction\)](#)'s primary EOC and AEOC function as coordination centers for incident response and recovery efforts for local departments and agencies, including support jurisdictions. The EOC and AEOC contain communications and IT systems in support of emergency management, law enforcement and public safety operations, and the National Incident Management System (NIMS).

- **Michigan Public Safety Communication System (MPSCS)** provides interoperable voice and data communications to local first responders and state departments. The MPSCS provides two-way radio communications with up to 97% mobile radio coverage. Through a network of 200+ radio towers located throughout the state, MPSCS allows members of MSPCS to readily communicate with one another in a seamless interoperable manner. [\(Name of jurisdiction\)](#) is a full participant in the MPSCS [\(OR...modify this sentence appropriately to reflect the jurisdiction's actual level of system participation\)](#).
- **Radio Amateur Communication Emergency Services (RACES)** is a group of independent amateur radio operators that in an emergency can be called upon to support radio communications when primary systems have failed. [\(Name of jurisdiction\)](#) is a full participant in RACES Region [\(insert Region number\)](#) operations [\(OR...modify this sentence appropriately to reflect the jurisdiction's actual level of system participation\)](#).
- **E Team** is the commercial, web-based incident management system that supports statewide emergency response and recovery efforts and links the [\(name of jurisdiction\)](#) EOC/AEOC with the SEOC/ASEOC and all other local participating EOCs and emergency facilities. E Team is a multi-format information management, reporting and communications system that provides real-time reports on the status of an incident and the resources available to assist in managing the incident.
- **Law Enforcement Information Network (LEIN)** is a statewide computerized information management system supporting Michigan's criminal justice system. The LEIN contains information on criminal acts of individuals, missing / wanted persons, concealed weapon permits, and personal protection orders, and is used by local law enforcement agencies to assess the risks associated with an individual. It is also commonly used to report on the status of disasters and emergencies as a supplemental tool to the primary E Team system.
- **Automated Fingerprint Identification System (AFIS)** is a computerized system maintained by the MSP for electronically encoding, searching and matching fingerprints. The system is used for licensing individuals and for criminal investigations.
- **Michigan Intelligence Operations Center (MIOC)**, also known as a "Fusion Center," is a facility where state-level public safety officials analyze and distribute intelligence information in an effort to fight crime and terrorism. Intelligence information may be shared with federal agencies, local and tribal law enforcement agencies, correctional institutions, and private industry as deemed appropriate by the MIOC staff. [\(Name of jurisdiction\)](#), as a recipient of information from the MIOC, is better able to assess and appropriately react to threats (both internal and external) because of the MIOC information.

*Supplemental Law Enforcement Resources.* In the event [\(name of jurisdiction\)](#) law enforcement resources are not sufficient to ensure public safety during a continuity incident, supplemental law enforcement resources will be sought. These resources can be obtained through a number of different methods and sources, including but not limited to:

- Deputizing residents to perform basic law enforcement functions (to free up uniformed officers for priority functions).
- Seeking additional resources through the MEMAC or other mutual aid agreements.
- Requesting supplemental state law enforcement assistance and/or Michigan National Guard assistance through the SEOC/ASEOC.
- Seeking additional resources through the national EMAC (must be done via the SEOC/ASEOC).
- Requesting federal law enforcement assistance (if the continuity incident is federally-declared) under the NRF. Such assistance may be obtained through the SEOC/ASEOC if the above-suggested resources are unavailable or extended beyond capacity.
- Assistance may also be requested from the Community Emergency Response Teams (CERT) and/or the Michigan Volunteer Defense Force (an NGO allied with the Michigan Department of Military and Veterans Affairs). Michigan Volunteer Defense Force assistance must be requested through the SEOC/ASEOC.

The [\(insert correct title of EMC\)](#) will work with the EOC/AEOC law enforcement representative(s) to determine which, if any, of the above supplemental resource possibilities is an appropriate course of action based on incident circumstances, the time-sensitive nature of the need for supplemental resources, costs involved and other relevant factors. Procurement and management of supplemental law enforcement resources is addressed under the COOP for the law enforcement and public safety PMEF.

### Vital Records Protection / Preservation.

**Explanatory Note:** Vital records refer to electronic and hardcopy documents, references, and databases that: 1) specify how the government will operate in an emergency or disaster; 2) are necessary to the continued operation of Essential Functions; 3) are necessary to protect the legal and financial rights of the jurisdiction and its citizens and provide a legally defensible government; and 4) without which there would be a significant adverse impact.

Vital records are of two types: Emergency Operating Records are those records necessary to ensure the continuity of an Essential Function during an emergency. Rights and Interests Records are those records that are critical to the preservation and protection of an organization's legal and financial functions and activities.

Emergency Operating Records should be immediately accessible in both electronic and hardcopy formats (in case of a computer system failure) and backed up electronically and/or hardcopy off site. Examples include but are not limited to: 1) staff contact and assignment information; 2) Orders of Succession and Delegations of Authority; 3) emergency plans, policies, procedures, and systems / functions manuals; 4) local department / agency COOPs and support jurisdiction COG Plans; and 5) references for performing Essential Functions (e.g., court records, bills and laws).

Rights and Interest Records tend to be less time sensitive and typically are not needed in the first 24 hours of a continuity incident. Examples include but are not limited to: 1) payroll and accounting records; 2) personnel and Social Security records; 3) retirement and insurance records; and 4) budget and contract records.

In addition, the vital records needed to support each Essential Function should be identified, protected, and made readily accessible to those continuity personnel responsible for restoring the function. Responsibility for the integrity and accessibility of the data at the time of a continuity incident should be assigned to the person with overall responsibility for the associated Essential Function or to a delegate. Each department / agency should designate a Vital Records Manager (if not already done) to oversee the protection and preservation of vital records for that department / agency. The Vital Records Manager is responsible for maintaining an inventory of all vital records to include the following information: 1) any Essential Function associated with the record; 2) primary and alternate storage locations; 3) any access codes required to enable the data to be retrieved; 4) hardware and software requirements to access the data; 5) media type (i.e., CD, DVD, tape, paper, etc.); 6) reference to any policies or procedures governing the records use; 7) a means for identifying the latest version; and 8) the date of last review ensuring the use of the proper version.

The EMC (or a delegate) should oversee and coordinate the Vital Records Program for the jurisdiction.

Also important for the management of vital records are the IT systems, software and databases that contain and process records supporting the identified Essential Functions. COOPs and COG Plans are to address which systems are needed to support which Essential Functions and what protective measures, backup systems, and recovery plans are warranted for those systems. Lastly, each Vital Records Manager should consider which vital records are best protected as part of a "drive-away kit." That is, as part of the strategy for protecting and making accessible vital records, it may be warranted to not only have files backed up on a remote server, but also to have the records electronically stored on a CD-ROM or portable hard drive that can be hand-carried by continuity personnel to an AOF.

In addition to the records that are vital to the restoration and implementation of Essential Functions, there is also a wide array of public records developed by local governments that are vital for protecting the rights of citizens as well as providing a foundation for our social and economic systems. The types of records generated locally typically include but are not limited to: 1) birth, death, marriage and divorce records; 2) voter registrations; 3) property value assessments; 4) tax rolls; 5) historical archives; 6) official real property records (i.e., deeds and plats); 7) criminal records (including unsolved case files, evidence used to prosecute criminals, and fingerprint files); 8) court case files; 9) zoning and planning records; 10) law enforcement call reports; 11) corporation annual reports; 12) naturalization records; and 13) election records.

In order to maintain operations during a continuity incident, protection and preservation of records and databases vital to the restoration and continued implementation of [\(name of jurisdiction\)](#)'s Essential Functions must be assured. Vital records refer to electronic and hardcopy documents, references, and databases that: 1) specify how [\(name of jurisdiction\)](#) will operate in an emergency or disaster; 2) are necessary to the continued operation of Essential Functions; 3) are necessary to protect the legal and financial rights of the jurisdiction and its citizens and provide a legally defensible government; and 4) without which there would be a significant adverse impact. The [\(insert correct title of EMC\)](#) oversees and coordinates the continuity Vital Records Program for [\(name of jurisdiction\)](#).



Vital records are of two types: Emergency Operating Records are those records necessary to ensure the continuity of an Essential Function during an emergency. Rights and Interests Records are those records that are critical to the preservation and protection of an individual's or organization's legal and financial functions and activities.

(Name of jurisdiction)'s Emergency Operating Records are accessible in both electronic and hardcopy formats (in case of a computer system failure) and backed up electronically and/or hardcopy off-site. Examples of these records include but are not limited to: 1) staff contact and assignment information; 2) Orders of Succession and Delegations of Authority; 3) emergency plans, policies, procedures, and systems / functions manuals; 4) local department / agency COOPs and support jurisdiction COG Plans; and 5) references for performing Essential Functions (e.g., court records, bills and laws).

(Name of jurisdiction)'s Rights and Interest Records are less time sensitive and in all likelihood will not be needed in the first 24 hours of a continuity incident. Examples of these records include but are not limited to: 1) payroll and accounting records; 2) personnel and Social Security records; 3) retirement and insurance records; and 4) budget and contract records.

The vital records needed to support each (name of jurisdiction) Essential Function have been identified, protected, and made readily accessible to those continuity personnel responsible for restoring the function. Each (name of jurisdiction) department / agency has a designated Vital Records Manager to oversee the protection and preservation of vital records for that department / agency. The Vital Records Manager is responsible for maintaining an inventory of all vital records to include the following information: 1) any Essential Function associated with the record; 2) primary and alternate storage locations; 3) any access codes required to enable the data to be retrieved; 4) hardware and software requirements to access the data; 5) media type (i.e., CD, DVD, tape, paper, etc.); 6) reference to any policies or procedures governing the records use; 7) a means for identifying the latest version; and 8) the date of last review ensuring the use of the proper version. This information is contained in an Attachment to the department / agency or Essential Function COOP.

In addition, each department / agency Vital Records Manager has assessed the vital records under his/her purview and identified those that are best protected as part of a "drive-away kit." This vital records protection and accessibility strategy recognizes that, in addition to having files backed up on a remote server, it is also prudent to have the records electronically stored on a CD-ROM or portable hard drive that can be hand-carried by continuity personnel to an AOF.

In addition to the records that are vital to the restoration and implementation of Essential Functions, there is also a wide array of public records developed and/or maintained by (name of jurisdiction) that are vital for protecting the rights of citizens and facilitating the conduct of business. These records include but are not limited to: 1) birth, death, marriage and divorce records; 2) voter registrations; 3) property value assessments; 4) tax rolls; 5) historical archives; 6) official real property records (i.e., deeds and plats); 7) criminal records (including unsolved case files, evidence used to prosecute criminals, and fingerprint files); 8) court case files; 9) zoning and planning records; 10) law enforcement call reports; 11) corporation annual reports; 12) naturalization records; and 13) election records. Some but not all of these have been classified as vital records for continuity purposes.

**Attachment 11** provides a summary listing of and features associated with the (name of jurisdiction) records that are considered vital to restoring and implementing the jurisdiction's Essential Functions, protecting the rights of citizens, and facilitating the conduct of business.

**Weapons of Mass Destruction Attacks – Special Considerations.** If the initiating condition for the continuity incident is an attack involving (or potentially involving) biological or WMD contamination, the COG Team will work with local agencies and organizations, the State (through the SEOC/AEOC), resource providers (e.g., through the MEMAC, EMAC or private sector), and staff at COG support facilities to ensure that persons and resources involved in COG operations at COG facilities are not contaminated by utilizing appropriate monitoring and (if necessary) decontamination methods.

These methods may include but are not limited to direct physical monitoring using appropriate instrumentation, physical inspections, verifying place of origin and route of transport of persons and resources, rinsing items with water or other neutralizing agent, requiring change of clothing, etc. Individuals or resources that are potentially contaminated will not be given access to COG facilities or accepted for use in COG facilities until verification can be made that the persons or resources are free of contamination. Any technical expertise required to make that determination (i.e., through sampling / testing) will be arranged through the SEOC/ASEOC.

**Emergency Communications Plan for COG Operations.** The [\(insert correct title of EMC\)](#) and COG Team will work with the MSP/EMHSD and SEOC/ASEOC, local departments, agencies and organizations, [\(insert name of involved tribal governments, as applicable\)](#), and applicable federal agencies, contractors and volunteer groups to develop an incident-specific emergency communications plan for personnel and facilities involved in continuity operations. At a minimum, this plan will address the following issues and considerations:

- The type(s) of communications methods that will be used in the operation, and for what purposes;
- Communications equipment assigned to personnel;
- Frequencies, channels, and use protocols for 800 MHz radio communications;
- Repair or replacement of damaged, inoperable, missing or stolen communications equipment; and
- Reporting formats, times, and intervals for status updates and coordination calls, as appropriate.

Standard ICS reports will be used to record part of this information – specifically reports ICS 205-OS (Incident Radio Communications Plan) and ICS 205a-OS (Communications List). The remainder of the plan will be in narrative and/or tabular format. The completed plan will be posted on the E Team system (if available) as a reference document, and be made available electronically and/or in hardcopy to all involved parties.

**Explanatory Note:** Jurisdictions not using ICS reports can substitute the following for the first sentence in the above paragraph: “NIMS compliant reports will be used to record part of this information.”

**Health and Safety Plan for COG Operations.** The [\(insert correct title of EMC\)](#) and COG Team will work with local departments, agencies and organizations, [\(insert name of involved tribal governments, as applicable\)](#), and applicable federal agencies, contractors and volunteer groups to develop an incident-specific health and safety plan for personnel and facilities involved in continuity operations. The ultimate purpose of the plan is to help personnel avoid accidents during continuity operations and to protect them from exposure to hazardous materials. At a minimum, this plan will address the following issues and considerations:

- Methods for disseminating safety information to all personnel involved in continuity operations;
- Minimum safety standards that are to be followed at all times;
- Monitoring procedures to ensure compliance with the minimum safety standards;
- Corrective actions for incidents of non-compliance with the minimum safety standards;
- Known hazards / potential hazards at all continuity facilities;
- Safe use of equipment (as required);
- Safe handling of potentially hazardous materials (as required);
- Proper use of personal protective equipment (as required); and
- How to identify and report hazardous / potentially hazardous conditions (process to be followed and person to report to at each facility).

Standard ICS reports will be used to record part of this information – specifically report ICS 206-OS (Medical Plan). The remainder of the plan will be in narrative and/or tabular format. The completed plan will be posted on the E Team system (if available) as a reference document, and be made available electronically and/or in hardcopy to all involved parties.



**Public Information Plan for COG Operations.** The [\(name of jurisdiction\)](#) PIO will work with the [\(insert correct title of EMC\)](#), the COG Team, and the PIOs from local departments, agencies and organizations and [\(insert name of involved tribal governments, as applicable\)](#) to develop an incident-specific public information plan for the continuity operation. The plan will include the parameters, rules and guidelines for the dissemination of information pertaining to the relocation of Essential Functions, the temporary cessation of any function, and the potential negative consequences of a lost Essential Function unable to be restored within its RTO time. The plan will also help to quell rumors and misinformation about the viability of [\(name of jurisdiction\)](#) government to provide essential services and meet its legal and Constitutional requirements during the time of the emergency. At a minimum, this plan will address the following issues and considerations:

- Specifics regarding the size and nature of continuity operations;
- Specifics regarding dates, hours, locations, etc. for relief operations;
- Specifics regarding the relocation of Essential Functions (as appropriate);
- Specifics regarding the establishment of an ASG and other continuity facilities;
- The methods that will be used to disseminate the information (e.g., electronic and print media, internet sites, social media sites, public forums, direct mail / direct distribution, door-to-door campaigns, functional needs advocacy organizations, etc.)
- Where public concerns, complaints and questions can be directed (e.g., EOC/AEOC, web site, social media site, specific governmental office, etc.).

The completed plan (in narrative and/or tabular format) will be posted on the E Team system (if available) as a reference document, and be made available electronically and/or in hardcopy to all involved parties.

**Attachment 14** provides samples of press releases and public service announcements that will be modified and used during the continuity operation.

*Public Information Officer.* The [\(name of jurisdiction\)](#) PIO is the principal point of contact for [\(name of jurisdiction\)](#)-specific continuity information for the news media and public. The PIO coordinates the dissemination of [\(name of jurisdiction\)](#)-specific information by the Joint Information Team (JIT) and will work with the State Public Information Officer (SPIO) and the Joint Information Center (JIC) in disseminating information regarding the incident and continuity operations to the news media and public.

*State Public Information Officer.* The Governor's Press Secretary is designated the SPIO. The SPIO or a designee is the principal point of contact at the state level for continuity information for the news media and public. The SPIO coordinates the dissemination of continuity information by the JIT. The SPIO is also responsible for coordinating the establishment of the JIC in conjunction with MSP/EMHSD and affected local jurisdiction(s).

*Joint Information Team.* The JIT consists of all PIOs from affected local jurisdictions and involved state and federal departments / agencies and private organizations.

*Joint Information Center.* Important public information regarding continuity operations, relocation of Essential Functions and the ASG will be distributed through a JIC. In a state-declared incident, the decision to activate a JIC is jointly made by the affected local jurisdiction(s), the MSP/EMHSD and SPIO. Generally, the following guidelines are utilized with regard to JIC location:

- For most disasters or emergencies, a JIC is established within or as close to the affected area as practically possible. Specific placement depends on safety and access requirements.
- JIC locations for a nuclear power plant accident have been pre-determined. (Note: Applicable only if a nuclear power plant accident was the initiating condition causing the continuity incident.)

- In the event of a nuclear attack, a JIC will be established at or near the SEOC/ASEOC and statewide emergency information activities will be handled from that location.

The JIC provides a central location for the JIT to disseminate to the news media accurate / current information on the situation, emergency instructions, information on the ASG and relocation of Essential Functions, and information on the types of assistance available. The JIC is the sole source of all authenticated and coordinated information compiled from all jurisdictions, agencies / organizations, and facilities involved. The JIC is also responsible for addressing questions raised by the media and maintains communications with the SEOC/ASEOC.

**Explanatory Note:** Continuity incidents strictly local in nature (i.e., affecting only one or two counties) will require a more localized JIC operation. In those cases, the JIC will have less of a state or federal presence and the facility location and operations will be determined locally. The JIC will be staffed by PIOs from local departments / agencies, involved state (if any – other than the MSP/EMHSD) and federal departments / agencies, private organizations, and possibly volunteer groups. Consider inserting narrative to describe JIC operations for both scenarios (i.e., regional or statewide in nature and scope, and more localized).

*Broadcast / Print Media.* Prior to issuing a news release to the media, the affected PIOs in the JIC will caucus to exchange information and to formulate a news release that is both accurate and timely. The consensus news release may be broadcast / distributed in the following manner:

- News briefings with media reporters;
- Electronic distribution via email, pod casts and appropriate social media sites;
- As printed media in newspapers or newsletters;
- Posting on appropriate web sites;
- Radio and television broadcasts;
- Printed flyers or brochures; and/or
- Distribution by functional needs and/or advocacy groups.

*(Name of Jurisdiction) Web Site.* Continuity information intended for the public, along with the status of the initiating incident and any associated press releases will posted on the [\(name of jurisdiction\)](#) web site with appropriate linkages to individual local department / agency web pages.

**Operational Communications for Continuity Incidents.** Upon activation of the [\(name of jurisdiction\)](#) COG Plan it will be essential for the COG Team to establish two-way communications links with Michigan State Government (through the MSP/EMHSD and SEOC/ASEOC), major educational institutions and private industries located in [\(name of jurisdiction\)](#), and any other organization involved in the continuity operation.

*Communication with State Government.* Communications between the COG Team and the State will occur through means established within the EOC/AEOC. E Team has the capacity to deliver two-way electronic communications between the EOC/AEOC, JIC and SEOC/ASEOC. Communications can also be exchanged between the State and [\(name of jurisdiction\)](#) along the organizational lines established by the MSP/EMHSD. Specifically, communications from the COG Team can be directed to the [\(insert district / region number\)](#) District Coordinator and then on to the SEOC/ASEOC and ASG.

*Communication with Federal Government.* Communications between the COG Team and the federal government will occur through the MSP/EMHSD and SEOC/ASEOC, namely via information exchanges between SEOC/ASEOC personnel and FEMA Region V personnel in Chicago, Illinois. FEMA disseminates the information to other agencies within the federal government on a need-to-know basis. Depending on incident conditions and circumstances, FEMA may, at its discretion and with MSP/EMHSD approval, send liaison staff to the SEOC/ASEOC for all or part of the continuity operation to enhance communication and coordination of response and recovery activities between the State and federal government.

In extreme circumstances, FEMA also may (with MSP/EMHSD and local approval) send liaison staff to the [\(name of jurisdiction\)](#) EOC/AEOC for the purpose of enhancing information exchange and coordination of response and recovery activities. (The latter will occur only in the most extreme of circumstances when a physical federal government presence in the EOC/AEOC is absolutely required to ensure a successful continuity operation.)

*Communication with Educational Institutions.* [\(Some / most / all – select most appropriate response\)](#) educational institutions in [\(name of jurisdiction\)](#) have been trained on E Team and have access to the system on a regular basis. During a continuity incident the means for communicating with educational facilities ranging from K-12 to colleges and universities will be through E Team, telephone (land line and/or cellular) or e-mail [\(list other methods as appropriate\)](#). Depending on the nature of the conditions at the time of the incident, E Team may be provided on a temporary basis. This option will work best if continuity personnel and/or emergency management personnel within the educational institution have had previous E Team exposure.

*Communication with Private Sector Organizations.*

**Explanatory Note:** Greater than 70% of the State's critical infrastructure is owned or operated by private industry. The operation of these structures typically involves one or more Essential Functions. In addition, much of private industry provides the most basic human needs (e.g., food, medical, energy) and also provides the financial institutions driving our economy. Therefore, involvement of private industry in continuity planning is critical in meeting the NEFs outlined in Presidential Directives NSPD 51/HSDP 20. With the MCOGP and [\(name of jurisdiction\)](#) COG Plan representing the first two phases of continuity planning, the third phase involves the implementation of Continuity of Business / Continuity of Operations Plans within private industry. Once fully implemented, communications will be enhanced in regards to a common terminology and consensus on the critical components and activities within continuity planning.

Communications between the COG Team and private industry in [\(name of jurisdiction\)](#) will occur as with any other disaster type, namely that E Team will be the preferred means of communication with those facilities previously trained on E Team and that have been provided access to E Team. Alternative means of communication include telephone (land line and/or cellular) or e-mail [\(list additional means that might be appropriate\)](#).

### **Devolution of Operations Plan.**

**Explanatory Note:** Devolution involves the transfer of statutory authority and fiscal responsibility for an Essential Function from those having everyday responsibility to those responsible for restoring the Essential Function at a temporary location (i.e., a devolution site) until the Essential Function can be reconstituted at the original or a more permanent replacement site. A Devolution of Operations Plan outlines this transfer of authority, detailing the scope and any limitations. A Devolution Emergency Relocation Group (DERG) is the collection of individuals designated in the Devolution of Operations Plan to restore and implement the Essential Function(s). In many cases, a DERG will not consist of staff from the jurisdiction. In fact, federal guidance calls for a DERG to consist of individuals *separate and preferably distant* from the Essential Function's normal staff so that if the normal staff becomes incapacitated or unavailable for whatever reason, the DERG members will not have been impacted and will be ready for assignment. A DERG is activated under the assumption that the original staff and facility has been completely incapacitated. Thus, devolution focuses not only on the physical transfer of the Essential Function but the authority and power to perform the Essential Function once it is restored and operated by a different set of personnel.

An Emergency Relocation Group (ERG), on the other hand, typically consists of the normal (original) staff for the Essential Function. DERGs and ERGs are expected to follow the same procedures, receive similar training, and participate in similar exercises. However, this duplication of effort often comes at considerable expense and locating skilled DERG members is sometimes difficult. Consideration should be given to satisfying this requirement by focusing efforts first on ERG development and then augmenting the ERG members with a reasonable, albeit reduced number of DERG members. Ideally, the two groups can work side-by-side when receiving training, testing and exercising.

Federal guidance on the appropriate content of a Devolution of Operations Plan can be found in [Attachment 12](#).

[\(Name of jurisdiction\)](#) has Devolution of Operations Plans for [\(several? – indicate appropriate descriptor\)](#) Essential Functions, as identified in the table in [Attachment 12](#). This Attachment also lists the Relocation Group (i.e., ERG or DERG) personnel for each Essential Function or for specific positions or roles within each Essential Function. [Attachment 12](#) also contains a summary of federal guidance on the appropriate content of a Devolution of Operations Plan which was used in the development of such plans.

**Reconstitution and Termination.** Once the emergency has ceased, the COG Team and [\(insert correct title of EMC\)](#) will immediately outline and initiate a basic recovery plan that will also terminate the department / agency COOPs and the COG Plan. Reconstitution Teams (identified in **Attachment 12**) will prepare to receive the transfer of personnel, staff, electronic and paper files, and equipment from the Relocation Groups (i.e., ERG or DERG) back to the primary or replacement facility. In some cases it may be necessary to run concurrent operations on an interim basis so as not to have a disruption in service. Once the transfer is complete and the Essential Functions are totally reconstituted, an after-action review will be conducted by the COG Team and [\(insert correct title of EMC\)](#) and a corrective action plan developed to address any deficiencies in the devolution or reconstitution processes.

**Explanatory Note:** There are several strategies for determining the order in which Essential Functions are reconstituted. Ultimately, the order may be less important than ensuring that the reconstituted Essential Function is operating as intended before terminating the AOF. Considering that AOFs are often less than optimal, one possible strategy might be to first reconstitute those Essential Functions that have the most to benefit from reestablishment at the original or replacement facility. Other possible strategies include but are not limited to: examining the BIA ratings and RTO/RPO to restore the most critical functions first (so as to mitigate the magnitude of any negative consequences); restoring functions based on ease and speed of restoration; restoring functions based on cost considerations; or restoring functions based primarily on public health and safety considerations.

The COG Team should not terminate the COG Plan until it is certain reconstituted Essential Functions are operational and sufficiently able to achieve desired capacity. Factors that should be considered include: 1) capability of the reconstituted Essential Functions to meet demand; 2) the degree to which the catastrophic incident has subsided; 3) the need to address those non-Essential Functions that were discontinued; and 4) the readiness of the original or replacement facility to assume operations. If the COG Team determines from its assessment that resumption of normal operating procedures will impede the government's ability to carry out its Essential Functions, the declaration of termination should not take place. Once the COG Team determines that the COG Plan is to be terminated, a formal announcement should be made to all personnel within the government, to the citizenry, and to surrounding jurisdictions and the State.

**Post-Incident Review / After-Action Report.** As appropriate, the COG Team and [\(insert correct title of EMC\)](#) will conduct a post-continuity incident review with all parties involved in the continuity operation. A summary of the findings will be developed for inclusion in the After-Action Report. A preliminary After-Action Report (i.e., "hot wash") will be distributed to involved parties within 30 days for comment and correction. The final After-Action Report will be submitted to the COG Team within 60 days for their proposed recommendations to enhance continuity operations in [\(name of jurisdiction\)](#), and to ensure that needed corrections are appropriately institutionalized.

**Plan Review and Maintenance.** The COG Team and [\(insert correct title of EMC\)](#) will, on an annual basis, jointly review and update the COG Plan (and any appended COOPs, with assistance from those plan stakeholders) when required by changes in internal or external conditions. This review process will also include an assessment of general readiness and plan implementation status, an accounting of any of corrective actions taken during the course of the year, a summary of TTE activities, and a summary of the most recent continuity performance metrics. Each stakeholder department, agency and organization is also responsible, on an annual basis, for reviewing those sections of the COG Plan and/or COOP(s) that pertain to them and certifying completeness, currentness and accuracy of their assigned roles and responsibilities. Required changes must be reported to the [\(insert correct title of EMC\)](#), in writing, by the department, agency or organization director or designee as soon as the need for change is identified. The [\(title of chief elected official\)](#) and [\(insert correct title of EMC\)](#) will review and approve the updated [\(plan / plans\)](#) prior to [\(its / their\)](#) distribution.

**Testing, Training and Exercise (TTE).** [\(Name of jurisdiction\)](#) will make awareness training available to all continuity personnel (including the COG Team) on an as-needed basis, and as time, resources and circumstances permit. This training will be coordinated and/or delivered by the [\(insert correct title of EMC – or list another staff person if not the EMC\)](#). The training may consist of classroom training, online training, video training, field training, self-help training packets, or a combination of these methods. The training, in general, will review the essential elements of the COG Plan and COOPs and any specific training called for in a corrective action process. Individual departments / agencies are responsible for providing training in order to ensure that their continuity personnel have the necessary skills to restore and operate Essential Functions. Training agendas and schedules, instructor lists / assignments, maintenance of training records, and general course materials will be developed and retained by [\(insert correct title of EMC – or list another staff person if not the EMC\)](#).

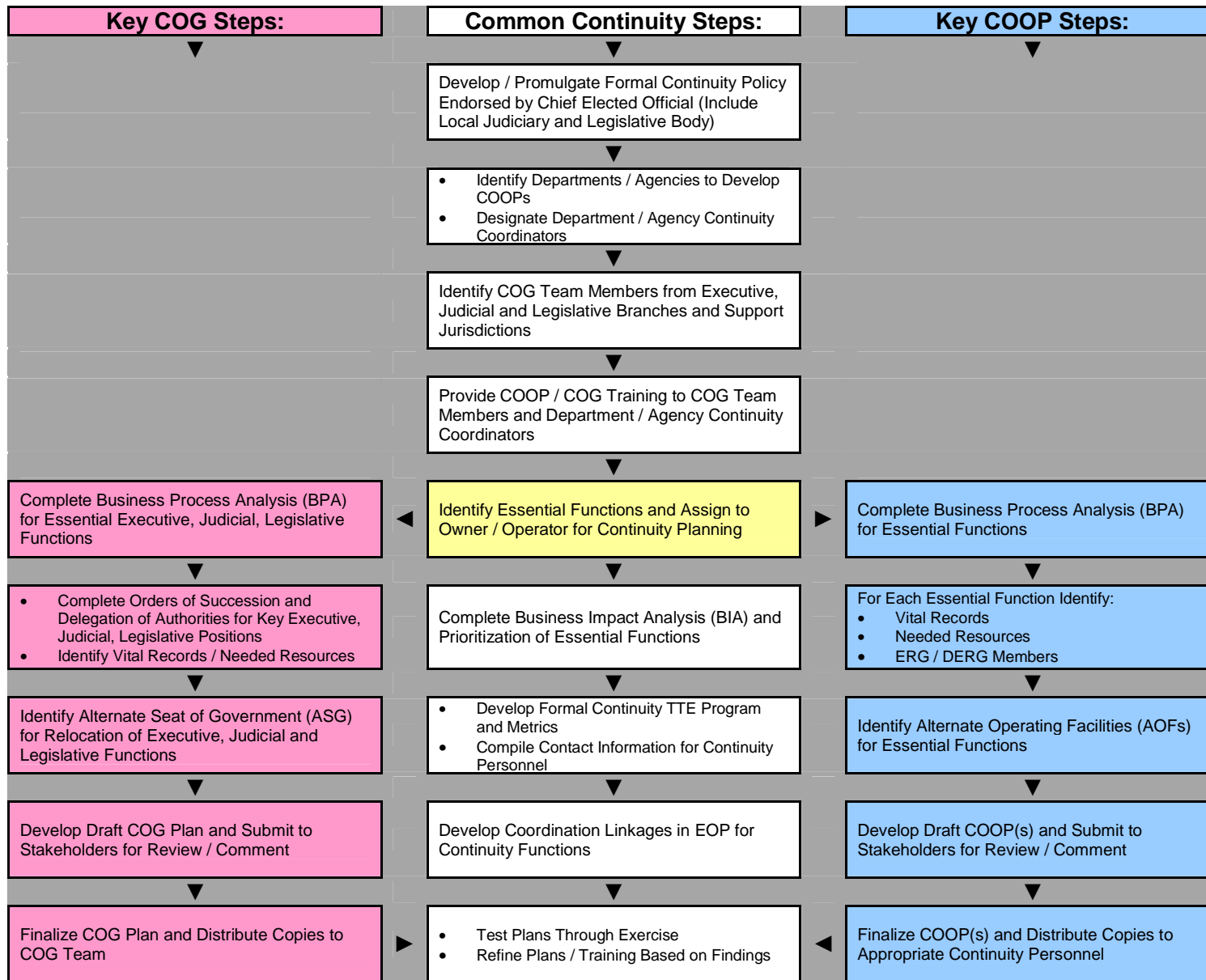
The [\(insert correct title of EMC\)](#), in partnership with [\(name of technical department / agency\)](#), will periodically test communication, IT and other systems or equipment that might be called on to support continuity operations and restoration of Essential Functions. Any observed deficiencies will be addressed and documented as part of the corrective action process.

The [\(insert correct title of EMC\)](#) will, as time and circumstances permit, conduct exercises involving continuity personnel as part of [\(name of jurisdiction\)](#)'s regular emergency exercise program. The purpose of these exercises will be to demonstrate continuous improvement in those performance metrics related to: 1) restoring Essential Functions at AOFs in a timely manner; 2) establishing and operating an ASG; and 3) communicating adequately with the public, the State and surrounding jurisdictions. Exercises will focus on the human component as well as the system components necessary to support continuity operations. Exercises will also focus on corrective action plans to ensure that appropriate corrective measures have been institutionalized as intended.

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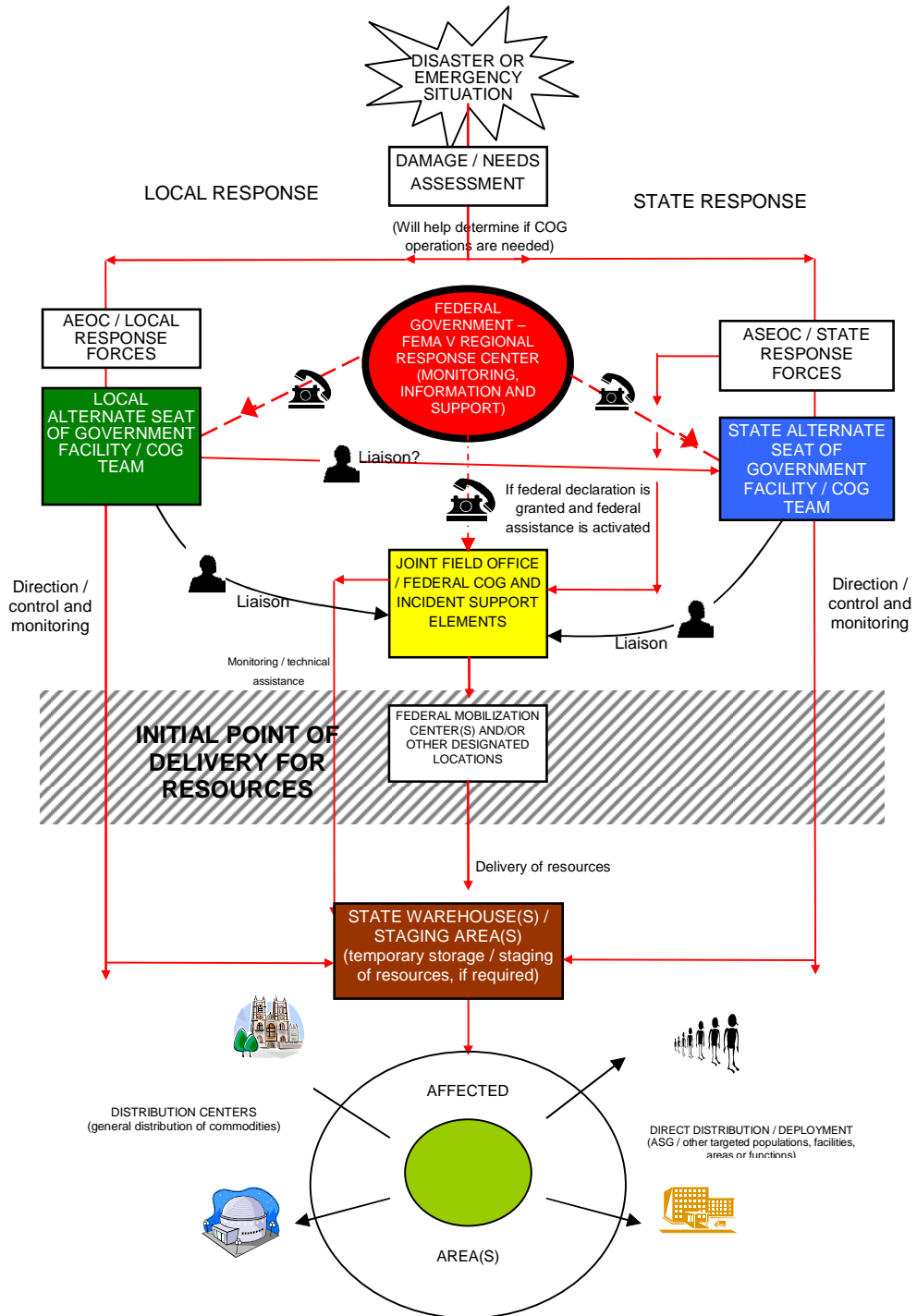
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**Figure 1: Continuity Planning Implementation Process**





**Figure 2: Federal Support Process in the State of Michigan for COG Operations**



AT STATE DISCRETION, COMMODITIES MAY BE DELIVERED DIRECTLY TO DISTRIBUTION CENTERS OR OTHER DESIGNATED LOCATIONS INSTEAD OF GOING TO WAREHOUSES / STAGING AREAS. REFER TO THE MICHIGAN DISASTER LOGISTICS MANAGEMENT PLAN FOR DETAILS.

## TASKS AND EXECUTION

**Roles and Responsibilities.** The roles and responsibilities of key [\(name of jurisdiction\)](#) continuity personnel are:

*[\(Insert correct title of EMC\)](#).*

- Coordinate development and maintenance of the COG Plan and continuity program in conjunction with appropriate internal and external stakeholders.
- As appropriate, coordinate the establishment of the EOC/AEOC and other emergency coordination facilities necessary to effectively manage the disaster or emergency situation.
- Establish communications links with the MSP/EMHSD and SEOC/ASEOC, with [\(name of jurisdiction\)](#) departments / agencies and nongovernmental / private sector partners, and with [\(name of jurisdiction\)](#) support jurisdictions.
- Mobilize personnel to staff EOC/AEOC and continuity positions (including the COG Team and department / agency directors).
- Direct emergency assistance to affected local areas to meet incident-specific needs.
- Work with the [\(title of chief elected official\)](#), COG Team and department / agency directors to implement the COG Plan and COOPs for identified Essential Functions.
- As appropriate, declare a local “state of emergency” (under 1976 PA 390, as amended) and request (through the MSP/EMHSD) a Governor’s disaster or emergency declaration to mobilize needed state assistance. If warranted, request federal disaster assistance through the MSP/EMHSD.
- Work with the COG Team, the MSP/EMHSD and SEOC/ASEOC as appropriate, local departments, agencies and organizations and [\(insert name of involved tribal governments, as applicable\)](#) to develop incident-specific emergency communications, health and safety, and public information plans for the continuity operation.
- Activate the identified AOF(s) and ASG as needed to support COG operations. Immediately communicate this information to the SEOC/ASEOC and the MSP/EMHSD District Coordinator.
- Ensure that relevant continuity information is appropriately recorded and reported in E Team (if available) to ensure coordinated, incident-specific information exchange with other levels of government and other system users.
- Annually (or more frequently, if requested), compile and present information to the [\(title of chief elected official\)](#), [\(name of legislative body\)](#) and COG Team on the status of the jurisdiction’s continuity management efforts. At a minimum, the report should provide information on the following: 1) implementation status for all continuity efforts; 2) a master list of Essential Functions by department / agency, including RTOs or RPOs; 3) a summary of TTE activities for the year including the type of activity, date, organizational units involved, and number of participants; 4) a summary of the performance metrics employed; and 5) a summary of any corrective actions identified and follow-up action reports developed during the year.

- Annually, arrange or conduct continuity-specific training and exercises for continuity personnel and/or incorporate continuity functions into planned emergency / disaster training and exercises to ensure the highest level of preparedness for continuity incidents. The training and exercises should focus on relocation to and operation of alternate facilities, i.e., AOF(s) and ASG.

- [\(List other tasks as appropriate.\)](#)

[\(Title of chief elected official\).](#)

- Authorize activation of and lead the COG Team.
- In consultation with the [\(insert correct title of EMC\)](#), activate and de-activate the COG Plan when appropriate.
- Serve as [\(name of jurisdiction\)](#) Executive Branch leader.
- Provide visible leadership to the citizenry and to other governments to ensure confidence in the stability and continuing viability of [\(name of jurisdiction\)](#) government.
- [\(List other tasks as appropriate.\)](#)

*COG Team.*

- In coordination with the [\(insert correct title of EMC\)](#), participate in the development and maintenance of the COG Plan.
- Perform continuity assignments as specified in the COG Plan, when activated.
- Ensure that the Executive, Judicial and Legislative Branches of [\(name of jurisdiction\)](#) are adequately represented in the COG Plan and its implementation.
- Formulate a strategy for addressing the continuity implications of the incident to ensure that [\(name of jurisdiction\)](#) government remains viable and able to carry out its legal and Constitutional mandates.
- Work with the [\(insert correct title of EMC\)](#), local departments, agencies and organizations and [\(insert name of involved tribal governments, as applicable\)](#) to develop incident-specific emergency communications, health and safety, and public information plans for the continuity operation.
- Provide visible leadership to the citizenry and to other governments to ensure confidence in the stability and continuing viability of [\(name of jurisdiction\)](#) government.
- Ensure that all [\(name of jurisdiction\)](#) continuity measures are carried out in a timely, appropriate, and (ultimately) legally-defensible manner, as specified in the COG Plan.
- [\(List other tasks as appropriate.\)](#)

*Department / Agency Directors.*

- Ensure that an adequate and coordinated COOP has been developed for the relocation and restoration of Essential Functions under department / agency purview. (Department / agency COOPs must be consistent and coordinated with the COG Plan.)
- Coordinate with the [\(insert correct title of EMC\)](#) and COG Team on all continuity management efforts, activities and operations.
- Work with the [\(insert correct title of EMC\)](#), the COG Team, department / agency staff, and applicable local organizations and [\(insert name of involved tribal governments, as applicable\)](#) to assist in developing incident-specific emergency communications, health and safety, and public information plans for the continuity operation.
- Annually (or more frequently, if requested), provide a synopsis to the [\(insert correct title of EMC\)](#) regarding the status of department / agency continuity management activities. At a minimum, the synopsis should provide information on the following: 1) implementation status for all department / agency continuity efforts; 2) a master list of Essential Functions under department / agency purview, including RTOs or RPOs; 3) a summary of department / agency TTE activities for the year including the type of activity, date, organizational units involved, and number of participants; 4) a summary of the performance metrics employed; and 5) a summary of any corrective actions identified and follow up action reports developed during the year.
- Annually (or more frequently, as required), participate in at least one restoration effort of a department / agency Essential Function at an AOF. Provide a written synopsis of the exercise in the annual report referenced in the previous activity.
- [\(List other tasks as appropriate.\)](#)

*Public Information Officer.* The PIO position is not continuity-specific but rather handles all aspects of media relations and press announcements related to a disaster or emergency for [\(name of jurisdiction\)](#). All public information related to the COG operation is released through the PIO (or JIT if the public information response is multi-jurisdictional), on behalf of the [\(title of chief elected official\)](#) and [\(name of legislative body\)](#). The PIO / JIT responsibilities for a continuity operation are as follows:

- Develop and maintain pre-scripted (in English and appropriate non-English languages) press releases and public service announcements pertaining to COG and COOP, for use in the continuity operation. (Refer to **Attachment 14**, "Sample Public Information Materials for Continuity Operations.")
- Work with the [\(insert correct title of EMC\)](#), the COG Team, and the PIOs from local departments, agencies and organizations and [\(insert name of involved tribal governments, as applicable\)](#) to develop an incident-specific public information plan for the continuity operation.
- Coordinate the development and release of all information related to continuity operations, in conjunction with local support jurisdictions and [\(insert name of involved tribal governments, as applicable\)](#).
- Serve as the primary point of contact for the media on all matters pertaining to continuity operations.
- Work with [\(name of technical department / agency\)](#) and the COG Team to post pertinent continuity information on the [\(name of jurisdiction\)](#) web site and social media site(s) and provide linkages to other web sites (i.e., individual departments / agencies, major associations, affected tribal governments and/or private sector organizations, State of Michigan, FEMA and other federal agencies, etc.) as deemed appropriate and beneficial.

- [\(List other tasks as appropriate.\)](#)

ASG Director. The [\(insert title of individual\)](#) will serve as onsite ASG Director once the decision has been made to activate and relocate to an ASG. This individual will represent the Executive Branch of [\(name of jurisdiction\)](#) government. The Judicial and Legislative Branches of [\(name of jurisdiction\)](#) government will likewise appoint from within their respective ranks a staff member to serve as ASG Assistant Directors, whose duties shall be the same as the ASG Director. The ASG Director will coordinate with these ASG Assistant Directors in the establishment and operation of the ASG. The ASG Director and ASG Assistant Directors will jointly manage the ASG under Unified Command (in conjunction with the COG Team). Material or other assistance to aid in running the ASG (and COG operation) will be provided by governmental and NGO partners as prescribed in this COG Plan and/or the [\(name of jurisdiction\)](#) EOP, and as required by incident circumstances. The primary responsibilities of the ASG Director under this Unified Command structure are as follows:

- Serve as Incident Commander for the COG operation at the ASG.
- Determine staffing requirements for each designated incident period and develop a staff list and work schedules for involved departments and agencies at the ASG.
- Ensure the ASG operates efficiently and effectively. Troubleshoot and problem-solve onsite as required.
- Coordinate the onsite activities of involved agencies and NGOs. Ensure that everyone is “operating on the same page” throughout the incident.
- Work with the EOC/AEOC and COG Team to ensure the ASG has the facility-specific resources and services required to run an optimal operation.
- Coordinate with the EOC/AEOC and COG Team to ensure that response and recovery activities at the ASG are adequate for the incident circumstances and are properly carried out.
- Assist JIT staff in conducting onsite visits by VIPs and the media, taking steps as required to preserve the efficiency and security of the COG operation at the ASG.
- Provide continuous, updated information on the status of ASG operations for inclusion in the incident situation / status reports, press releases, and the After-Action Report.
- When the ASG closes down operations, coordinate the clean up / reorganization of the facility to return it to pre-incident condition. Report any damage or lingering impacts to the EOC/AEOC Incident Commander and/or Logistics Section Chief for appropriate follow up.
- [\(List other tasks as appropriate.\)](#)

(Note: It is expected that the ASG Director and ASG Assistant Directors will work closely together onsite under Unified Command, in accordance with NIMS and ICS protocols, to ensure the above referenced responsibilities are met throughout the COG operation. The positions are expected to work together as a team.)

*ASG Coordination Liaison.* The EOC/AEOC Incident Commander and Operations Section Chief will determine if a Coordination Liaison position needs to be established at the ASG for coordination between the ASG and EOC/AEOC. In addition, the Executive, Judicial and Legislative Branches may (at their discretion) establish a Coordination Liaison position for coordination between their AOF(s) for Essential Functions, as designated in their COOP, and the ASG. ([For the Executive Branch, this may involve more than one position, as there may be multiple department / agency AOFs. If this is not applicable for the jurisdiction, then do not include this reference.](#)) The sole responsibility of this position is as follows:

- ASG-EOC/AEOC. Ensure that relevant information regarding COG operations is relayed (in a timely manner and useable format) between the ASG and the EOC/AEOC (COG Branch Director) to provide the highest level of coordination possible between the two facilities. (Note: If the AEOC is co-located with the ASG the Incident Commander and Operations Section Chief will determine if this position is still needed.)
- ASG-AOF(s). Ensure that relevant information regarding continuity operations is relayed (in a timely manner and useable format) between the ASG and the AOF(s) for Essential Functions, as designated in the COOP(s). This would require the designation of individuals at the AOF(s) to relay information back to the ASG Coordination Liaison.

*EOC/AEOC Incident Management Section Chief.*

- Work with the Planning Section Chief to ensure that an adequate and timely damage / needs assessment is conducted. (This process will help in determining if there is a need for the provision of supplemental disaster resources to meet the life-sustaining needs of the affected population, as well as the operational needs of the COG and response and recovery efforts.)
- Work with the Operations Section Chief to ensure that the COG Team and COG Branch are established and operational within an acceptable timeframe, and that appropriate coordination links have been established with the MSP/EMHSD and SEOC/AEOC.
- Work with the Planning Section Chief and other Section Chiefs in developing and continuously maintaining an Incident Action Plan (IAP) that outlines the strategic goals and objectives of the incident response and recovery (including COG) effort.
- Provide overall direction and management of the incident response and recovery, including the COG operation.
- ([List other tasks as appropriate.](#))

*EOC/AEOC Operations Section Chief.*

- Work with the Incident Management Section Chief (Incident Commander) to establish a COG Branch within the Operations Section. The COG Team will operate under this framework.
- Monitor the COG Team and COG Branch to ensure that COG operations are timely and appropriate for the incident circumstances and are adequately meeting the needs of ([name of jurisdiction](#)).
- Ensure that the COG Branch is adequately coordinating activities with other Operations Section elements (i.e., Logistics Management Branch, Donations Management Branch, Field Operations Branch, etc.) related to COG operations.
- Ensure that the COG Branch is providing the Planning Section with continuous, updated operational information for inclusion in incident situation / status reports, press releases, and the incident After-Action Report.

- [\(List other tasks as appropriate.\)](#)

*EOC/AEOC Operations Section / Staging Branch.*

- Work with the [\(insert correct title of EMC\)](#) and COG Team to establish, staff and operate facilities required to accept and distribute needed resources – procured and/or donated – to support the COG operation, the affected population, or response and recovery efforts. (These facilities may include Warehouses / Staging Areas, the Base / Camps, Distribution Centers, and Disaster Logistics or Donations Management Centers.)
- Coordinate disaster logistics / donations management field activities with the Logistics Management Branch (and/or Donations Management Branch) and Field Operations Branch.
- Provide the Planning Section with continuous, updated operational information for inclusion in incident situation / status reports, press releases, and the incident After-Action Report.
- [\(List other tasks as appropriate.\)](#)

*EOC/AEOC Logistics Section Chief.*

- As required by the operational needs of the incident, establish and equip the EOC/AEOC, ASG and other necessary emergency coordination and/or support facilities.
- Work with the other Section Chiefs to determine the short- and long-term operational needs of the EOC/AEOC and other activated emergency coordination and/or support facilities, and whether or not supplemental resources will be required to sustain those operations. Communicate these findings to the Incident Management Section Chief in a timely manner for appropriate follow up decision making.
- Provide the Planning Section with continuous, updated operational information for inclusion in incident situation / status reports, press releases, and the incident After-Action Report.
- Provide staff to aid in dismantling / cleaning up / restoring facilities used in COG and/or COG support operations.
- [\(List other tasks as appropriate.\)](#)

*EOC/AEOC Planning Section Chief.*

- Work with the COG Team and departments / agencies to conduct an adequate and timely damage / needs assessment for the incident. (This process will help in determining if there is a need for supplemental resources to support the COG operation, the affected population, or response and recovery efforts.)
- Assist the Incident Management Section Chief and other Section Chiefs in developing and continuously maintaining an Incident Action Plan (IAP) that outlines the strategic goals and objectives of the incident response and recovery effort (including COG operations).



- Collect, compile, synthesize, analyze, and continuously update information about the COG operation (and other aspects of the incident). Use this information to develop incident situation / status reports, press releases (if assistance is requested by the PIO/JIT), and the incident After-Action Report.
- As required, establish and staff a Resource Unit (see task assignments in following paragraph) within the Planning Section to monitor and track the availability and usage of resources in the incident response / recovery – including any supplemental resources that are made available through the SEOC/ASEOC, FEMA and other federal agencies, NGOs and the private sector, and donations. (The E Team “Critical Assets” report will be used for this purpose.)
- ([List other tasks as appropriate.](#))

*EOC/AEOC Planning Section / Resource Unit.*

- At the direction of the Planning Section Chief, monitor and track the availability and usage of resources in the incident response / recovery – including any supplemental resources that are made available through the SEOC/ASEOC, FEMA and other federal agencies, NGOs and the private sector, and donations. (The E Team “Critical Assets” report will be used for this purpose.)
- Periodically compile this information (in a format determined by the Planning Section Chief) and make it available for use in incident situation / status reports, press releases (if requested by the PIO/JIT), and the incident After-Action Report.
- ([List other tasks as appropriate.](#))

**State Roles and Responsibilities.** The complete list of state roles and responsibilities related to COG can be found in the MCOGP, MSP/EMHSD Publication 110. The state COG organizational structure generally mirrors the positions described above for ([name of jurisdiction](#)) continuity operations. The following sections represent the primary Executive, Judicial and Legislative Branch continuity positions (filled by the Governor / Lt. Governor, Supreme Court Chief Justice [represented by the State Court Administrative Office] and Legislative Service Bureau, respectively) and are repeated here (almost verbatim) from the MCOGP. (This information is provided for instructive and coordination purposes. Refer to the MCOGP for a complete listing of state-level COG roles and responsibilities.)

*Governor / Lt. Governor.* The Governor (or Lt. Governor in Governor’s absence or inability to carry out responsibilities) is responsible for ensuring the coordination of continuity of operations / COG activities of Michigan’s Executive Branch, including all principal state departments and agencies established under the Michigan Constitution and/or via Gubernatorial Executive Order. In that role, the Governor is responsible, in part, for the following tasks:

- Ensure that all Executive Branch principal departments and agencies update and maintain their COOPs in accordance with the manner and format prescribed by the Michigan Department of Technology, Management and Budget (MDTMB).
- When the need for a COG operation becomes apparent, convene the State COG Team and consult directly with appropriate leadership elements of the Executive, Judicial, and Legislative Branches to determine if, when and where an ASG will be established.
- If conditions warrant, order the establishment of an ASG and direct the Executive, Judicial and Legislative Branches to convene at that location at a specified date and time.

- Communicate relevant information regarding the ASG and relocation of Michigan State Government to the JIT for dissemination to the media, federal government, Michigan local governments, surrounding states, other key stakeholder groups and organizations, and the citizenry. All information releases will go through the JIC (established by the MSP/EMHSD). Information will be disseminated using all appropriate methods identified in the COG Public Information Plan.
- Convene the Executive Branch at the ASG at the designated date and time and coordinate with the Judicial and Legislative Branches regarding the convening of their respective operations.
- Direct all Executive Branch principal departments and agencies to implement their established COOPs to ensure the continuation of Essential Functions and provision of vital services throughout the incident.
- Based on incident conditions, take all appropriate actions under the Michigan Emergency Management Act, Emergency Powers of the Governor Act and other relevant statutes to protect and/or preserve:
  - ▶ Public health, safety and general well-being;
  - ▶ Improved property and the environment;
  - ▶ Due process, the rule of law, and constitutional governance;
  - ▶ Economic / financial stability;
  - ▶ Faith of the citizenry in the strength and stability of government at all levels in Michigan; and
  - ▶ The ability to deliver critical services to those in need.
- Establish communications links with the federal government, Michigan local governments, and surrounding states (as appropriate) through the SEOC/ASEOC.
- As appropriate, work with the MSP/EMHSD to request federal disaster relief assistance under the Stafford Act and/or other appropriate statutes. If federal assistance is granted, work with the MDTMB and Michigan Legislature to provide the required state matching funds for Individual Assistance and/or Public Assistance programs.
- Take all other appropriate actions as prescribed in the MEMP and as dictated by incident conditions.
- When the initiating incident is over and conditions have sufficiently stabilized, reconstitute state government in Lansing and close the ASG facility.

*Supreme Court Chief Justice.* The Supreme Court Chief Justice\* is responsible for ensuring the coordination of continuity of operations / COG activities of Michigan's Judicial Branch. In that role, the Chief Justice is responsible for the following tasks:

- Develop and maintain the Judicial Branch (Michigan Hall of Justice) COOP. Provide guidance to and promote COOP in the lower courts.
- As part of the State COG Team, consult directly with appropriate leadership elements of the Executive, Judicial and Legislative Branches to determine if, when and where an ASG will be established.
- Communicate specifics regarding relocation of the Judicial Branch to the ASG to appropriate representatives of lower courts as prescribed in the Judicial Branch (Michigan Hall of Justice) COOP.

- Coordinate (or appoint a designee to coordinate) the relocation of appropriate Judicial Branch elements to the ASG and oversee the reconstitution of the Judicial Branch at that facility.
- Convene and carry out Judicial Branch functions at the ASG and coordinate / communicate with lower courts as prescribed in the Judicial Branch (Michigan Hall of Justice) COOP.
- Direct all State Court offices and lower courts to implement their established COOPs or business contingency plans to ensure the continuation of judicial Essential Functions throughout the incident.
- When the Governor has determined that the initiating incident is over and conditions has sufficiently stabilized to reconstitute State Government in Lansing, relocate Judicial Branch operations to the Michigan Hall of Justice or other temporary facility designated by the MDTMB (if the Hall of Justice is unusable due to damage or other reason).

(\*Note: By designation, the Chief of Staff or State Court Administrator of the State Court Administrative Office is responsible for implementing the assigned tasks of the Supreme Court Chief Justice.)

*Legislative Service Bureau.* The Legislative Service Bureau provides support services to the Michigan Senate and the Michigan House of Representatives under Michigan's Legislative Branch. The LSB's support services include the coordination of continuity of operations / COG activities. In that role, the LSB represents the leadership of the Senate (President of the Michigan Senate – the Lt. Governor) and the House (Speaker of the Michigan House of Representatives) and is responsible for the following tasks:

- Ensure that all Legislative Branch offices update and maintain their COOPs in accordance with the manner and format prescribed by the LSB.
- As representative of the Legislative Branch on the State COG Team, consult directly with appropriate leadership elements of the Executive, Judicial and Legislative Branches to determine if, when and where an ASG will be established.
- Communicate specifics regarding relocation of the Legislative Branch to the ASG to the leadership of both the Senate and House of Representatives as prescribed in the Legislative Branch COOP.
- Coordinate (or appoint a designee to coordinate) the relocation of appropriate Legislative Branch elements to the ASG and oversee the reconstitution of the Legislative Branch at that facility.
- Convene and carry out Legislative Branch functions at the ASG.
- Through the leadership of each body, direct all Legislative Branch offices to implement their established COOPs to ensure the continuation of legislative Essential Functions throughout the incident.
- When the Governor has determined that the initiating incident is over and conditions have sufficiently stabilized to reconstitute State Government in Lansing, relocate Legislative Branch operations to the State Capitol Building and appropriate office buildings or other temporary facility designated by the MDTMB (if the Capitol and/or staff office buildings are unusable due to damage or other reason).

**Explanatory Note:** The LSB has no direct connection with local legislative activities and, therefore, during a continuity incident is expected to act at the state level to preserve separation of powers and maintain the checks and balances as Constitutionally-mandated. The LSB will not be involved directly with local government COG activities and operations.

## Nongovernmental Organization Roles and Responsibilities.

**Explanatory Note:** Nongovernmental relief organizations may have a support role in a continuity operation as providers of supplemental resources to the ASG, AOF(s) and/or EOC/AEOC to keep those facilities operating at their maximum effectiveness. The following organizations have, by virtue of their size, mission and/or disaster experience, been identified as key organizations that may be able to provide supplemental resources to support state and/or local continuity operations in Michigan. Each jurisdiction must tailor this section to fit their specific circumstances with regard to NGO supplemental assistance during a continuity operation – deleting from or adding to the list as deemed appropriate.

*Michigan Voluntary Organizations Active in Disaster (MIVOAD).* The Michigan Voluntary Organizations Active in Disaster is a nationally sanctioned coalition of private and church-based relief organizations dedicated to providing disaster relief assistance to individuals and communities in need. The MIVOAD serves as a clearinghouse for the myriad disaster relief and human service organizations that operate in Michigan and elsewhere across the country. The MIVOAD is governed by an Executive Board, elected by the membership. That Board provides the single point of contact for mobilizing all MIVOAD resources. The MIVOAD member organizations, which include the following, are experienced and skilled in all facets of disaster operations and can perform a wide variety of functions: Lutheran Social Services of Michigan; Seventh Day Adventist / Adventist Community Services (ACS); United Methodist Committee on Relief (UMCOR); Salvation Army; Mennonite Disaster Services; American Red Cross (ARC); Michigan Crisis Response Association; ACCESS; International Aid; Southern Baptist Disaster Response; Church World Service; 2-1-1; Church of the Brethren; and Michigan React.

*Michigan Citizen Corps / Community Emergency Response Team (CERT).* Trained volunteers from the CERT can be mobilized to provide help with a variety of functions in support of continuity operations.

*American Red Cross (ARC) – Michigan.* Although the ARC organization in Michigan is a member of the MIVOAD, the ARC's Congressional Charter requiring it to provide relief assistance to disaster victims makes it unique among voluntary disaster relief organizations. The ARC provides direct assistance to disaster victims through Local ARC Chapters. The ARC State Coordinating Chapter for Disaster Services, located in West Branch, Michigan provides direction and coordination services to Local ARC Chapters in Michigan in the provision of assistance. Local ARC Chapters work directly with the local governments within their jurisdiction on emergency management activities. The ARC National Office provides policy direction, guidance, technical assistance, and resource support (including financial) to the Local ARC Chapters in carrying out their disaster relief mandate. Providing support to help sustain continuity operations and/or providing direct relief support to individuals and families affected by the initiating incident fall both fall under the umbrella of the ARC's Congressionally-mandated mission.

Specific responsibilities of [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) related to continuity operations are as follows:

- As required, assist the [\(insert correct title of EMC\)](#) and COG Team in developing and revising the [\(name of jurisdiction\)](#) COG Plan as a support plan to the [\(name of jurisdiction\)](#) EOP.
- Assist the [\(insert correct title of EMC\)](#) in identifying and training appropriate [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) representatives in continuity operations.
- Provide a representative to report to the EOC/AEOC to coordinate the participation of [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) members in continuity operations.
- Upon request, mobilize appropriate [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) members to provide needed assistance to the ASG, AOF(s) and/or EOC/AEOC.
- Provide continuous, updated information on continuity support efforts of [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) members for inclusion in damage assessment reports, disaster situation / status reports, press releases, and the incident After-Action Report.
- As required, provide regular reports to the [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) membership and other interested parties on the status of [\(insert name\[s\] of NGO\[s\] providing assistance\)](#) participation in continuity operations.
- [\(List other tasks as appropriate.\)](#)

**ATTACHMENTS:**

- Attachment 1: Referenced Support COG Plans and COOPs
- Attachment 2: COG Team Roster
- Attachment 3: Essential Functions List
- Attachment 4: Business Impact Analysis for Essential Functions
- Attachment 5: Business Impact Analysis: Recovery Time Objective Estimates for Essential Functions
- Attachment 6: Business Process Analysis for Essential Functions: 30-Day Resource Requirements
- Attachment 7: Orders of Succession
- Attachment 8: Delegation of Authority
- Attachment 9: AEOC for Continuity Operations: Specifications and Locations
- Attachment 10: AOF and ASG: Specifications and Locations
- Attachment 11: Vital Records Log
- Attachment 12: Essential Function Relocation Groups
- Attachment 13: Testing, Training and Exercise Log
- Attachment 14: Sample Public Information Materials for Continuity Operations
- Attachment 15: COG Planning Phases and Primary Considerations
- Attachment 16: Michigan Constitution: COG Provisions
- Attachment 17: Select Michigan Statutes with COG Provisions
- Attachment 18: Relevant Federal Government COG Guidance Materials
- Attachment 19: Checklist of Major Continuity Functions and Capability Gap Analysis
- Attachment 20: Continuity Policy

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Attachment 1: Referenced Support COG Plans and COOPs

**Referenced Support Jurisdiction COG Plans**

Jurisdiction	Date Developed	Developing Agency	Contact Person	Telephone / E-Mail
Example:				
City of Oak Tree	January 2011	Planning and Development Dept.	Joe Smith / Planning Director	(XXX) XXX-XXXX / XXXXXXX@XXXXXX.org
				(Expand Table as Required)

**Referenced COOPs**

Department	Date Developed	Essential Functions	Contact Person	Telephone / E-Mail
Example:				
Oak Tree Water Department	January 2011	Water Purification; Water Delivery	Tom Jones / Superintendent	(XXX) XXX-XXXX / XXXXXXX@XXXXXX.org
				(Expand Table as Required)



**COG Team Roster**

Name / Title	Department / Agency	Role	Office Phone #	Cell Phone #	E-Mail Address
Example:					
Richard Maple / County Board Chairperson	Board of Commissioners	Chief Elected Official	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXXXXX@XXXXXX.org
					(Expand Table as Required)

Attachment 3: Essential Functions List

Essential Functions List

ID #	Function / (Rationale)	Function Ownership: Title / Department	PMEF / MEF	Regular Operational Location(s)	Dependency – Other EFs
	COG Plan Essential Function Examples:				
A1	Arraignment of Criminal Suspects / (Constitutional Mandate)	4 <sup>th</sup> District Judge / 4 <sup>th</sup> District Court	PMEF	County Courthouse / County Jail (video arraignments)	PS1
A2	Approve County Administrator Appointments / (Checks and Balances)	Board of Commissioners Chair / County Board of Commissioners	MEF	County Administrative Building	
A3	County Web Site / (Leadership Visibility)	IT Manager / IT and Communications Department	MEF	County Administrative Building (server) / IT Building (backup server)	
	COOP Essential Function Examples:				
W1	Drinking Water Treatment and Distribution / (Public Health Threat)	Water Department Superintendent / Water Department	PMEF	Water Treatment Plant	
PS1	Prisoner Care and Custody / (Constitutional and Legal Mandate)	County Sheriff / Sheriff Department	MEF	County Jail	PS2
PS2	Maintaining Fingerprint Database / (Security)	County Sheriff / Sheriff Department	MEF	Sheriff Department Headquarters	
					(Expand Table as Required)

**Explanatory Notes:** As the table above suggests, the following information should be completed for each Essential Function: 1) establish a unique code for each function (e.g., PS-1 = Essential Function #1 in Public Safety; an alternative is to simply number chronologically, i.e., 1, 2, 3, etc. with no alpha code); 2) provide a very brief descriptive title for the function followed by its rationale for being considered an Essential Function; 3) identify by title and department the individual assigned day-to-day responsibility and oversight of the function (its “owner”); 4) by code, identify whether the function is a PMEFS or MEF; 5) identify the facility or facilities where the function is normally performed or located; and 6) identify other Essential Functions upon which this function is dependent for implementation.

Although it may be easier to simply consider all functions as Essential Functions, it is important to recognize that some functions that are considered extremely important to the public may in fact have to be suspended during an emergency so that limited resources can be focused on those functions that are Constitutionally- or legally-mandated, that directly protect public health and safety, or that provide for Constitutional checks and balances. Committing resources to non-Essential Functions is generally not defensible and could expand the negative consequences of the disaster or emergency. Limit selection of PMEFS and MEFs to those that are truly essential. A function that would not be expected to result in significant negative consequences after 30 days of cessation would likely not be essential.

A COG Plan is intended to address those Essential Functions that are go beyond the scope of any one department or agency, focusing in particular on four functions that support the NEFs: 1) the “separation of powers” and system of “checks and balances” between the Executive, Legislative and Judicial Branches of government as defined in the Michigan Constitution of 1963; 2) democratically-held elections; 3) visibility and trust in government leadership and institutions; and 4) functions or institutions mandated by the Michigan Constitution that address public health, safety, stabilization of the economy, and civil rights. Every COG Plan in Michigan should address these four Essential Functions.

With regard to judicial functions, it is important to remember that Michigan’s judicial system is a single system of courts headed by the Michigan Supreme Court and managed by the State Court Administrative Office (SCAO). As part of this larger system, some lower courts (i.e., District, Probate, Circuit and Municipal) around the state may have already completed continuity plans based on guidelines provided through the SCAO. Local jurisdictions undertaking continuity planning should first determine if the lower courts in their jurisdiction have already completed a COOP (a.k.a., business continuity plan). If no such plan has been developed, then the jurisdiction should engage the lower court to develop a COOP and participate in the COG planning process. Existing court COOPs should be referenced to the COG Plan using Attachment 1. Even if the court has a COOP, it should be included as part of the jurisdiction’s COG planning effort because the Judiciary is one of the three branches of government and COG by definition must include all three governmental branches to be valid and defensible. A COG Plan that does not include all three branches equally in the plan and planning process is not a true and valid COG Plan.

**Business Impact Analysis for Essential Functions**

ID #	Leadership Visibility	Mandated Function	Public Health	Public Safety	Economy	CI/KR	Highest Ranking	RTO	RPO
	COG Plan Examples:								
A1	Moderate	High					High	1 day	
A2	Low	Low					Low	30 days	
A3	Mod Low						Mod Low	8 hrs	
	COOP Examples:								
W1			High	Mod High	Moderate	Mod High	High	0 hrs	
PH1			Mod Low				Mod Low	7 days	
PS1		Moderate		Mod High			Mod High	4 hrs	
W2		Moderate	Moderate				Moderate		1 day*
									(Expand Table as Required)

**Table Notes:** \* Or length of time data can be loss before data collection is compromised.

**Table Column Key:** Leadership Visibility – Impacts on the visibility of governmental leadership; Mandated Function – Impacts on Constitutionally- or legally-mandated function; Public Health – Impacts on public health; Public Safety – Impacts on public safety; Economy – Impacts on the economy and economic stabilization; CI/KR – Impacts on critical infrastructure and/or key resources; Highest Ranking – The highest impact rating listed on the row; RTO (Recovery Time Objective) – The amount of time and level of service within which an Essential Function must be restored after a disaster in order to avoid unacceptable consequences associated with a loss of continuity; RPO (Recovery Point Objective) – The amount of time data supporting an Essential Function can be lost while avoiding the unacceptable negative consequences of the Essential Function being disrupted.

**Business Impact Analysis: Recovery Time Objective Estimates for Essential Functions**

Time \ Impact	0 Hours	2 Hours	4 Hours	8 Hours	12 Hours	1 Day	3 Days	7 Days	30 Days
High	W1					A1			
Moderately High			PS1						
Moderate						W2			
Moderately Low				A3				PH1	
Low									A2

**Explanatory Note:** Options exist to 1) rank all Essential Functions from all COOPs and COG Plans relevant to the jurisdiction in one master list, or 2) rank the Essential Functions within each COOP or COG Plan. In selecting an option, determine whether the order in which lost functions will be addressed by the jurisdiction COG Team, or by the separate COG and COOP Teams associated with each referenced plan. A second factor to consider is the number and complexity of Essential Functions. Smaller jurisdictions might work best with a centralized list and larger jurisdictions might have several COG and COOP Teams prioritizing their functions separately.

**Final Ranking of Essential Functions for Restoration Purposes**

1.	W1	8.		15.		22.		29.		36.	
2.	PS2	9.		16.		23.		30.		37.	
3.	A1	10.		17.		24.		31.		38.	
4.	A3	11.		18.		25.		32.		39.	
5.	W2	12.		19.		26.		33.		40.	
6.	A2	13.		20.		27.		34.		41.	
7.	Etc.	14.		21.		28.		35.		42.	(Expand Table as Required)

Attachment 6: Business Process Analysis for Essential Functions: 30-Day Resource Requirements

**Business Process Analysis for Essential Functions: 30-Day Resource Requirements**

ID #	Personnel	Equipment	Supplies	Data	Hardware	Software	Utilities	Facilities	Other
	COG Example:								
A1	Circuit Judge; Armed Guard; Prosecuting Attorney; Defendant's Attorney; Court Recorder; Bailiff; Jury	stenotype machine	general office supplies	laws; case files	county network	word processing	electricity; water; sanitation	12,000 SF – suitable for courtroom setting	
	COOP Example:								
W1	Two FTE Technicians (Grade 4 or higher)	chemical feeder	2 tons Ferric Oxide; 500 lbs Chlorine Gas	operational procedures; SCADA manuals	department network; radio telemetry	SCADA Systems	electricity	NA* (see Table Notes)	
									(Expand Table as Required)

**Table Notes:** \*Alternate water treatment facilities not possible; if unable to operate facilities, drinking water will be procured from adjacent community and/or private vendors.

**Business Process Analysis for Essential Functions: 30-Day Resource Requirements (Alternate Table Format)**

ID #: A1	30-Day Requirements
<b>Personnel:</b>	Circuit Judge; Armed Guard; Prosecuting Attorney; Defendant's Attorney; Court Recorder; Bailiff; Jury
<b>Equipment:</b>	stenotype machine
<b>Supplies:</b>	general office supplies
<b>Data:</b>	laws; case files
<b>Hardware:</b>	county network
<b>Software:</b>	word processing
<b>Utilities:</b>	electricity; water; sanitation
<b>Facilities:</b>	12,000 SF – suitable for courtroom setting
<b>Other:</b>	
	(Replicate Table for Each Essential Function)

Attachment 7: Orders of Succession

**Orders of Succession\***

<b>Position Title:</b>	<b>DRAIN COMMISSIONER (Example)</b>
<b>Successor #1 Title:</b>	Deputy Drain Commissioner
<b>Successor #2 Title:</b>	County Engineer
<b>Successor #3 Title:</b>	Water Treatment Plant Superintendent
<b>Conditions for Succession:</b>	Cannot fulfill assigned duties for a period greater than seven successive days or 14 days in any one month.
<b>Roles and Duties:</b>	<ul style="list-style-type: none"> <li>• Construction and maintenance of county drains</li> <li>• Determining drainage districts</li> <li>• Levy drain apportionments</li> <li>• Drafting bid proposals</li> <li>• Determining contract awards</li> <li>• Submission of annual capital budget</li> <li>• Management of drainage staff</li> </ul>
<b>Limitations on Authority:</b>	Levy of drainage costs and apportionment across district to be done by an elected replacement only.
<b>Position Title:</b>	(Replicate Table for Each Position)
<b>Successor #1 Title:</b>	
<b>Successor #2 Title:</b>	
<b>Successor #3 Title:</b>	
<b>Conditions for Succession:</b>	
<b>Roles and Duties:</b>	
<b>Limitations on Authority:</b>	
<b>Position Title:</b>	(Replicate Table for Each Position)
<b>Successor #1 Title:</b>	
<b>Successor #2 Title:</b>	
<b>Successor #3 Title:</b>	
<b>Conditions for Succession:</b>	
<b>Roles and Duties:</b>	
<b>Limitations on Authority:</b>	

**Table Notes:** \*All Orders of Succession are in accordance with the provisions set forth in Act 303, Public Acts of 2000, Emergency Interim Local Succession Act.

Attachment 8: Delegations of Authority

**Delegations of Authority**

<b>Position Title:</b>	<b>CITY MANAGER (Example)</b>
<b>Delegate #1 Title:</b>	Deputy City Manager
<b>Delegate #2 Title:</b>	Council Chairperson
<b>Delegate #3 Title:</b>	Sheriff
<b>Conditions for Delegation:</b>	Unable to fulfill the duties of the office on a permanent or semi-permanent basis.
<b>Authorities (Law or Ordinance):</b>	<ul style="list-style-type: none"> <li>• Approve application for business licenses (Ord. 5, Sec. 10)</li> <li>• Formulate laws to carry out charter (Ord. 12, Sec. 4)</li> <li>• Hear employee appeals on grievances (Ord. 3, Sec. 9)</li> <li>• Approve pay raises (Ord. 7, Sec. 6)</li> <li>• Activate Emergency Operations Center (Ord. 15, Sec. 7)</li> <li>• Approve public information release content (Ord. 4, Sec. 4)</li> <li>• Reorganize municipal departments (Ord. 8, Sec. 6)</li> </ul>
<b>Limitations on Authority / Termination of Responsibility:</b>	None
<b>Position Title:</b>	<b>(Replicate Table for Each Position)</b>
<b>Delegate #1 Title:</b>	
<b>Delegate #2 Title:</b>	
<b>Delegate #3 Title:</b>	
<b>Conditions for Delegation:</b>	
<b>Authorities (Law or Ordinance):</b>	
<b>Limitations on Authority / Termination of Responsibility:</b>	
<b>Position Title:</b>	<b>(Replicate Table for Each Position)</b>
<b>Delegate #1 Title:</b>	
<b>Delegate #2 Title:</b>	
<b>Delegate #3 Title:</b>	
<b>Conditions for Delegation:</b>	
<b>Authorities (Law or Ordinance):</b>	
<b>Limitations on Authority / Termination of Responsibility:</b>	



**AEOC for Continuity Operations: Specifications and Locations**

Facility Name	Facility Address	Facility Description	Available Space (SF)	Site Utilities	IT / Communication Provisions	Security Provisions	Hazard Concerns
Example:							
City of ACME EOC	19413 Burt Road, Acme, MI	city office facility with dedicated EOC space; nearby lodging / food services; onsite parking for 100 vehicles	40,000	water; sewer; electricity; natural gas	land line phone; WIFI; ham radio; Internet; county network; cable TV	security doors with card access; fenced / gated parking; onsite backup generator	gasoline service station located across road; above grade facility with no basement; wood frame construction
							(Expand Table as Required)

**AEOC for Continuity Operations: Specifications and Locations (Alternate Table Format)**

Specification	Description
Facility Name:	City of ACME EOC
Facility Address:	19413 Burt Road, Acme, MI
Facility Description:	city office facility with dedicated EOC space; nearby lodging / food services; onsite parking for 100 vehicles
Available Space (SF):	40,000
Site Utilities:	water; sewer; electricity; natural gas
IT / Communication Provisions:	land line phone; WIFI; ham radio; Internet; county network; cable TV
Security Provisions:	security doors with card access; fenced / gated parking; onsite backup generator
Hazard Concerns:	gasoline service station located across road; above grade facility with no basement; wood frame construction
	(Replicate Table for Each Facility)

## AEOC Physical and Operational Requirements

**Explanatory Notes:** Often, a jurisdiction's EOC and AEOC are located in the same community or the same general geographic area. If a catastrophic incident occurs in that community / area which results in the need for a continuity operation and the establishment of an ASG, it is highly possible that both the EOC and AEOC will be unusable due to incident-related impacts and conditions. In addition, a jurisdiction will often have a secondary AEOC located in a nearby community which may also be negatively impacted by the incident and therefore rendered unusable.

Because of the need for close coordination between the AEOC and the ASG, it is desirable to have the two facilities located in close proximity to each other – and ideally, co-located. While this may not always be possible due to incident conditions and circumstances, if continuity operational needs dictate that such an arrangement is critical then efforts should be focused on making that occur. In addition, geographically dispersed locations of potential ASG sites provide added security to AEOC operations by ensuring that the AEOC (if co-located with or located in close proximity to the ASG) will be established in an area that is safe (or safer) from incident-related impacts.

The MSP/EMHSD Publication "Design Recommendations and Criteria for Emergency Operations Centers," dated February 2003, provides guidance regarding the physical requirements for EOCs to ensure continued operational viability and to adequately protect EOC personnel. It (along with the federal guidance publications cited below) can be used to determine the basic physical provisions required for an AEOC in support of continuity operations. Relevant factors from that guidance related to the physical and operational requirements of an AEOC are as follows:

**Location.** "The EOC **must** be constructed in a location that will minimize the effects of any local hazards, cannot be in the 100 year flood plain, or change or alter listed or nationally designated historic sites or structures. It should also be located close to government offices or give easy access to agency representatives."

**Size.** "The EOC **must** be sized to handle the maximum anticipated staff that would be called in the event of a major disaster. A minimum of 50 square feet per person is required (80 square feet preferred) including restrooms, etc."

**Design Criteria.** "The facility **must** be designed and built to comply with the Michigan Building Code 2000. This code addresses local hazards, high winds, snow loads, Americans with Disabilities Act (ADA) requirements, etc."

**Rooms / Space.** "The EOC **must** contain the following spaces / rooms to provide adequate working room:

1. Day-to-day office space for EM Director and staff, including secretary / receptionist if applicable.
2. Meeting / lead agency / executive room.
3. Communications Room for radio / telephone and support equipment.
4. Operations room for emergency coordination.
5. Restrooms.
6. Mechanical / electrical switch room.
7. Kitchen / break area.
8. Storage area for maps, procedures, publications, supplies, etc."

**Operations Room.** "The Operations Room, where agency representatives will assemble, **must** provide the essential elements that will be needed during a disaster. It must be large enough to provide sufficient space for one or two representatives from each planned agency based on the list developed during the planning process. The Operations Room must also incorporate the following features:

1. Telephone lines and logs.
2. Status display capability (e.g., maps, charts, logs, etc.), manual or video with large format.
3. Computer, Internet, and network needs for automatic data processing.
4. 30 square feet per person."

In addition, the following FEMA guidance publications related to EOC / first responder facility design have been consulted in determining the physical requirements of an AEOC in support of continuity operations:

- FY 2010 Emergency Operations Center (EOC) Grant Program guidance (specified relevant FEMA reference publications)
- "Mitigation Case Studies: Hardened First Responder Facility – 911 Communication and Emergency Operations Center, Smith County, Texas," September 2003
- FEMA Risk Management Series Publication 452 – "Risk Assessment: A How-To-Guide to Mitigate Potential Terrorist Attacks Against Buildings," January 2005
- FEMA Risk Management Series Publication 543 – "Design Guide for Improving Critical Facility Safety from Flooding and High Winds: Providing Protection to People and Buildings," January 2007

Because potential ASEOC sites are often not "standing" (i.e., fully equipped and ready to operate) facilities (a.k.a., "hot sites"), there will be a need for them to be rapidly designated and equipped. In accordance with the MEMP and this plan, the MSP/EMHSD will determine the location of the ASEOC based on incident conditions and circumstances. This information will be rapidly conveyed to the MDTMB, which is tasked in the MEMP Resource Support ESF to "Provide technical assistance, as required, to support the information technology aspects of disaster response and recovery operations." In addition, MSP Mobile Command Vehicles can be positioned at the ASEOC facility to provide supplemental communications capability before and during ASEOC operations, in accordance with the MEMP Warning and Communications ESF.

### AOF and ASG Selection Criteria

ASG Space Considerations. Collectively, the essential elements of the Executive, Legislative and Judicial Branches of [\(name of jurisdiction\)](#) government consist of approximately [\(insert number\)](#) principal individuals. This total includes [\(list all appropriate individuals\)](#). When immediate support staff is added, this figure expands to at least [\(insert number\)](#) individuals. (Note: Each principal position has been allotted [\(insert number\)](#) support staff members.) While some principal positions may ultimately require more than [\(insert number\)](#) support staff positions, others will not. Therefore, for space planning considerations, a figure of [\(insert number\)](#) individuals has been used as the maximum number of executive, legislative and judicial staff requiring accommodation in the ASG.

Since it is desirable from an operational standpoint to have the AEOC co-located with the ASG, additional space provisions have been made for that facility. For space planning purposes, a figure of [\(insert number\)](#) individuals has been used as the maximum number of individuals requiring accommodation in the AEOC. This includes [\(list all appropriate individuals\)](#). The combined ASG / AEOC facility must accommodate [\(insert number\)](#) individuals.

A square-footage standard of 100 square feet per individual (roughly a 10-foot X 10-foot office) plus an allowance of an additional 50-percent per individual for hallways and other common space was used. Based on that standard, the ASG (and co-located AEOC) must have at least [\(insert number\)](#) square feet of usable space. This is considered the base minimum size for effective operations on a temporary basis.

**Explanatory Note:** If the jurisdiction wishes to use lower or higher square foot standards, adjust the calculations and text accordingly. In some cases, smaller square footage allowances will be called for due to the temporary nature of the facility and/or facility space restrictions. However, accommodations for larger square footage allowances may be appropriate in some instances to provide for the unique needs of the jurisdiction's continuity staff and/or to use all available space in the selected facility. Each jurisdiction must make this determination based on its operational needs, available facility space and the desires of its continuity staff.

AOF Space Considerations. AOF space considerations will vary depending upon the Essential Function(s) being restored and performed. Personnel numbers and operational needs vary widely from function to function. In general, the same square-footage standard used for the ASG has also been applied to AOF space determinations. Exceptions to this are noted in **Attachment 10**.

Layout Considerations. For operational and security reasons, each relocated branch, department or agency will have its own dedicated workspace at the ASG or AOF. In addition, the AEOC, if co-located with the ASG, will have its own dedicated workspace. Every effort will be made to have contiguous workspaces for the Executive, Legislative and Judicial Branches at the ASG. The actual layout of each workspace will be determined by each branch, department or agency based on standard layouts used in their normal facilities, their operational needs at the time of the initiating incident, and the nature, size and capabilities of the provided workspace. Flexibility is both expected and required in terms of accommodating operational needs within available facility resources.

Geographic Considerations. To reduce potential vulnerability from hazards, candidate ASG and AOF locations have been identified in several different geographic areas. The candidate facilities are generally located within [\(insert number\) \(minutes / hours\)](#) from the governmental seat in [\(insert name of municipality\)](#) to provide reasonable driving time and distance.

Hazard Considerations. The candidate ASGs and AOFs are generally sturdy, well-constructed structures that are in relatively hazard-free (or hazard-reduced) locations. However, prior to formally designating the ASG and/or AOF(s), the COG Team will perform an expedient risk and vulnerability assessment (remote, based on incident information, but not likely onsite) of the preferred location(s) to ensure [\(it / they\) \(has / have\)](#) not been compromised by incident conditions or incurred damage (or [\[is / are\]](#) likely to incur damage).

## Attachment 10: AOF and ASG: Specifications and Locations (cont.)

Access / Security Considerations. The candidate ASG(s) and AOF(s) generally have good access to land and air transportation systems, are handicap accessible, and have adequate security provisions (or are capable of being adequately secured with supplemental security provisions). None of the facilities are considered “high profile” structures that might be the target of terrorist activity because of their symbolic or functional importance. Each candidate facility has an existing function / use that may or may not be accommodated during the time the facility is used as the ASG or an AOF. (A determination will be made at the time whether or not existing facility functions / uses can be continued while ASG and/or AOF operations are ongoing. That decision will be made by EOC/AEOC Incident Command staff based on incident circumstances and consultations with facility occupants. Existing facility functions / uses determined not to be incompatible with ASG and/or AOF operations due to logistical, security or other concerns will be temporarily cancelled, postponed, or relocated as appropriate.)

**Explanatory Note:** The security needs of the ASG and AOF(s) will be determined by Incident Command at the time of the incident and in consideration of the identified threats. Ideally, candidate facilities should have concentric layers of security including a secure perimeter (e.g., fencing and gates, video surveillance), a secure facility (e.g., security doors and windows), and secure internal areas where access cards and intrusion detectors might be used to secure key assets and/or personnel. Incident Command should also determine the size of any deterrent force that needs to remain onsite, given the nature of the threat. It is recognized that incident circumstances and facility conditions may not allow for “ideal” security provisions in all cases.

Logistical Considerations. The candidate ASG(s) and AOF(s) have adequate communications and IT resources in place and/or are capable of being expediently equipped with supplemental communications and IT resources to meet projected operational needs. The [\(name of technical department / agency\)](#) for [\(name of jurisdiction\)](#) will address facility communications and IT needs once the decision is made to activate the alternate facilities. All candidate facilities also have adequate restroom facilities (or can be augmented with supplemental restroom facilities), lighting, climate control, parking, and ingress / egress. Elevators are in place where required by law. Existing furnishings will be supplemented, as required, by [\(name of technical department / agency\)](#). The candidate facilities [\(do / do not\)](#) have provisions in place for limited duration overnight accommodations. (In most cases, offsite overnight accommodations in nearby areas will be required should the need for overnight accommodations arise.) The candidate facilities [\(do / do not\)](#) have onsite provisions for preparing group meals should that option be required. [\(If facilities do not have these provisions, insert language indicating how meals will be brought onsite for staff.\)](#) All candidate facilities either have media access areas (i.e., JIC or media briefing room) or such areas can be expediently arranged and equipped by [\(name of technical department / agency\)](#).

**Explanatory Note:** Ideally, alternative emergency power generation capabilities should be onsite or readily accessible in the event of a power loss.

Ownership / Management Considerations. All candidate facilities are either owned and/or operated by [\(name of jurisdiction\)](#) or another public entity, or have been secured via written lease with private owners / operators. Memorandums of Agreement and/or contracts have been established with all public (non-jurisdiction) facility owners / operators to work out details related to facility cost, usage, restoration and other relevant issues. These documents are maintained by [\(title of individual\)](#) in [\(insert name of location\)](#) and are considered continuity vital records.

Facility Readiness Considerations. The state of readiness of candidate facilities was rated by the [\(insert correct title of EMC\)](#) as either “hot sites” or “warm sites” in accordance with Federal Continuity Guidance Circular 1. (Facility readiness refers to the condition of the facility in terms of technological infrastructure and other amenities.) CGC 1 defines the two types of facility readiness as follows:

- Hot Site – A continuity facility that already has in place the computer, telecommunications, and environmental infrastructure required to recover essential business functions or information systems.
- Warm Site – A continuity facility that is equipped with some hardware and communication interfaces, electrical and environmental conditioning which is capable of providing backup after additional provisioning, software or customization is performed.

Attachment 10: AOF and ASG: Specifications and Locations (cont.)

A third state of readiness, "cold sites," was also used in this analysis; however, no cold sites were selected as candidate facilities. (A cold site refers to a facility that generally lacks acceptable computer, telecommunications, and environmental infrastructure but is capable of being provisioned / customized into a viable continuity facility. In most cases, cold sites simply provide open, available space but little else in terms of the technological amenities that may be required to function as a continuity facility. The facility can be made into a continuity facility, but only with considerable work and possibly considerable expense.)

Each facility was rated using these stages of readiness to determine if it is a viable candidate facility for an ASG or AOF. Hot or warm sites were selected as candidate facilities because they require less preparation prior to use and are less costly and time-consuming to bring to an acceptable state of readiness. However, cold sites have been identified and analyzed and may be put into use if, for whatever reason, the candidate hot or warm sites are unavailable at the time they are needed.

Cost Considerations. Publicly owned and/or operated facilities have been selected as candidate facilities whenever possible to contain costs. In addition, existing [\(name of jurisdiction\)](#) resources will be used, to the extent possible, to furnish and operate the selected ASG and/or AOF(s).

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**AOFs: Specifications and Locations**

For Which Essential Function(s)?	Facility Name	Facility Address	Facility Description	Available Space (SF)	Site Utilities	IT / Communication Provisions	Security Provisions	Hazard Concerns
Example:								
A6; A7	Prairie View Community Center	147 Prairie View Road, Prairie View, MI	township community center with large open space rooms; nearby lodging / food services; onsite parking for 100 vehicles; ADA compliant	60,000	water; sewer; electricity; natural gas	land line phone; WIFI; ham radio; Internet; county network; cable TV	security doors with card access; single ingress / egress access drive; no onsite backup generator	water treatment plant adjacent (onsite chlorine storage); above grade facility with no basement; steel frame open span construction
PW5	Evergreen County Park Recreation Center	6889 Evergreen Road, Evergreen, MI	county park recreation center / meeting room with large open space room; nearby lodging / food services; onsite kitchen; onsite parking for 220 vehicles; ADA compliant	35,000	water; sewer; electricity; natural gas	land line phone; WIFI; Internet; county network; cable TV	single ingress / egress access drive; no onsite backup generator	surrounded by dense conifer forest; above grade facility with no basement; wood frame open span construction
								(Expand Table as Required)

**AOFs: Specifications and Locations (Alternate Table Format)**

Specification	Description
For Which Essential Function(s)?	A6; A7
Facility Name:	Prairie View Community Center
Facility Address:	147 Prairie View Road, Prairie View, MI
Facility Description:	township community center with large open space rooms; nearby lodging / food services; onsite parking for 100 vehicles; ADA compliant
Available Space (SF):	60,000
Site Utilities:	water; sewer; electricity; natural gas
IT / Communication Provisions:	land line phone; WIFI; ham radio; Internet; county network; cable TV
Security Provisions:	security doors with card access; single ingress / egress access drive; no onsite backup generator
Hazard Concerns:	water treatment plant adjacent (onsite chlorine storage); above grade facility with no basement; steel frame open span construction
	(Replicate Table for Each Facility)

**ASG: Specifications and Locations**

Location (Jurisdiction)	Facility Name	Facility Address	Facility Description	Available Space (SF)	Site Utilities	IT / Communication Provisions	Security Provisions	Hazard Concerns
Examples:								
Maple County, City of Sugar Maple	Sugar Maple Municipal Center	333 Main Street, Sugar Maple, MI	municipal office / community center with large open space rooms; nearby lodging / food services; onsite parking for 150 vehicles; ADA compliant	75,000	water; sewer; electricity; natural gas	land line phone; WIFI; ham radio; Internet; county network; cable TV	security doors with card access; single ingress / egress access drive; substantial masonry construction; onsite backup generator	chemical manufacturing plant located one mile to the north; railroad located ¾ mile to the south
Oak County, Pin Oak Township	Pin Oak Township Senior Center	2727 Senior Way, Oakville, MI	senior activities / office center with large open space rooms; nearby lodging / food services; onsite kitchen; onsite parking for 110 vehicles; ADA compliant	90,000	water; sewer; electricity; natural gas	land line phone; WIFI; ham radio; Internet; county network; cable TV	single ingress / egress access drive; fenced parking lot in back; no onsite backup generator	onsite kitchen could pose fire hazard; steel frame open span construction; above grade facility with no basement
								(Expand Table as Required)

**ASG: Specifications and Locations (Alternate Table Format)**

Specification	Description
Location (Jurisdiction):	Maple County, City of Sugar Maple
Facility Name:	Sugar Maple Municipal Center
Facility Address:	333 Main Street, Sugar Maple, MI
Facility Description:	municipal office / community center with large open space rooms; nearby lodging / food services; onsite parking for 150 vehicles; ADA compliant
Available Space (SF):	75,000
Site Utilities:	water; sewer; electricity; natural gas
IT / Communication Provisions:	land line phone; WIFI; ham radio; Internet; county network; cable TV
Security Provisions:	security doors with card access; single ingress / egress access drive; substantial masonry construction; onsite backup generator
Hazard Concerns:	chemical manufacturing plant located one mile to the north; railroad located ¾ mile to the south
	(Replicate Table for Each Facility)



### **ASG Operational Procedures**

Purpose. The ASG is the designated location where the Executive, Legislative and Judicial Branches of [\(name of jurisdiction\)](#) Government can jointly convene for the purpose of maintaining legal and Constitutional governance in time of a catastrophic incident. The ASG is distinguished from the AOF(s) identified by each department or agency as part of their COOP efforts in that the ASG provides for all three governmental branches convening in a single location. This allows for the face-to-face interaction required for many mandated functions to be carried out in a practical, legal and ultimately defensible manner.

Scope of Activities. The ASG will accommodate the Essential Functions of the [\(name of jurisdiction\)](#) executive offices, the [\(name of legislative body\)](#), and the local courts (Circuit, District and Probate). The ASG will not be able to accommodate all service-providing staff; rather, only the top-level management and immediate support staff will be present. If possible, the AEOC will be co-located with (or located in close proximity to) the ASG to ensure the greatest level of interaction and coordination possible between the Executive, Legislative and Judicial Branches of [\(name of jurisdiction\)](#) Government.

Facility Establishment. Most incidents that will result in the need to implement a COG operation and establish an ASG will be “no-notice” or “little-notice” incidents, meaning [\(name of jurisdiction\)](#) will receive little if any warning or notification prior to incident occurrence. At best, [\(name of jurisdiction\)](#) may receive several days notice prior to a nuclear military attack, the outset of a major pandemic, or a strike / work stoppage; however, even that may not be possible. As a result, the decision regarding whether or not to implement a COG operation and establish an ASG will normally be made when an incident is imminent or immediately after it has occurred.

When the need for a COG operation and ASG establishment becomes apparent, the [\(insert correct title of EMC\)](#) will convene the COG Team and consult directly with it and the [\(title of chief elected official\)](#) to determine if, when and where an ASG will be established. If conditions warrant, the [\(title of chief elected official\)](#) will order the establishment of an ASG and direct the [\(name of jurisdiction\)](#) executive offices, the [\(name of legislative body\)](#), and the local courts (Circuit, District and Probate) to convene at that location at a specified date and time. The Executive, Legislative and Judicial Branches will notify their designated ASG staff through appropriate internal channels and request the staff to report to the ASG at the specified date and time.

Location and Layout. Several possible ASG facilities have been identified in **Attachment 10**. These potential locations are geographically dispersed to ensure greater likelihood of availability. [\(Note: If the jurisdiction desires to suppress the ASG location\[s\] from public distribution copies of this plan, delete all facility locational information from the table in Attachment 10 and revise the narrative in this paragraph accordingly.\)](#)

A defined facility layout has not been established because each potential facility has differing space dimensions and characteristics. However, a conceptual diagram for entrance screening, security and registration functions has been developed and is depicted at the end of this Attachment. This conceptual layout (which provides a suggested range of support service stations for consideration and movement patterns between intake functions but does not specify size requirements) is flexible enough to be applied to facility space of almost any size and physical configuration. It is provided for guidance only and can be amended as required to fit specific circumstances and situational needs at the time of ASG establishment.

Attachment 10: AOF and ASG: Specifications and Locations (cont.)

The Executive, Legislative and Judicial Branches will have dedicated space at the ASG and these spaces will be adjacent to each other if possible. If that is not possible due to the physical characteristics of the facility and/or space limitations, every attempt will be made to locate the various functions in close proximity within the facility. At facilities with multiple onsite buildings (i.e., campus environment), it may be required (or even desirable) to locate the various functions in separate yet proximate buildings. Those decisions will be made at the time of ASG establishment by the [\(insert correct title of EMC\)](#) and [\(title of chief elected official\)](#) (after consult with the COG Team) and will be based on operational needs and incident circumstances.

Onsite Management. The [\(insert title of individual\)](#) will serve as onsite ASG Director once the decision has been made to activate and relocate to an ASG. This individual will represent the Executive Branch of [\(name of jurisdiction\)](#) government. The [\(name of legislative body\)](#) and the local court(s) will likewise appoint from within their respective ranks a staff member to serve as ASG Assistant Directors, whose duties shall be the same as the ASG Director. The ASG Director will coordinate with these ASG Assistant Directors in the establishment and operation of the ASG. The ASG Director and ASG Assistant Directors will jointly manage the ASG under Unified Command (in conjunction with the COG Team).

All ASG activities will be conducted in accordance with the National Incident Management System (NIMS) using Incident Command System (ICS) protocols. The ICS oncoming shift briefing will be used at the beginning of each new shift to provide updates and clarifications on procedures and processes.

Incident Information Management System. If possible, provisions will be made at the ASG for the use of the E Team incident information management system. This will allow for connectivity with the EOC/AEOC and other critical emergency facilities around the region and/or state for the purposes of emergency information sharing and coordination of incident response and recovery activities. The ASG Director will work with the [\(name of technical department / agency\)](#) to secure E Team and other required software applications access, as well as the hardware required to operate those systems.

Staff Reception, Security and Processing. Upon arrival at the ASG, approved Executive, Legislative and Judicial staff will be required to go through a reception, security and registration process. This process will be managed by the [\(insert name of department, agency or vendor designee\)](#) in accordance with [\(name of jurisdiction\)](#) facility security processes and procedures. Security will be provided by existing facility security resources, augmented by forces provided or arranged by [\(name of jurisdiction\)](#). Each ASG staff member will be required to provide their work identification card as proof of identity and will be issued an ASG facility badge which must be worn at all times while working in the ASG and when entering the ASG. The [\(insert correct title of EMC or designated security coordinator\)](#) will determine the type of badge used and issuance process to be followed based on the facility used as the ASG and other operational considerations at the time of ASG establishment. The suggested staff reception / security / registration center layout depicted at the end of this Attachment will be used if it fits the specific circumstances and situational needs presented at the time of ASG establishment. (It can be amended to fit facility space of almost any size and physical configuration.)

Because it is possible that an incident requiring the implementation of a COG operation will be particularly severe and possibly long-term in duration, it is likely that arriving ASG staff will need some level of support services while they are assigned to the ASG. These support services may range from temporary accommodations to financial assistance to basic necessities such as food and care items. This conceptual reception / security / registration center layout suggests a range of support service stations that can be established to address these basic needs. Incident circumstances and situational needs will dictate if and when these stations are established. These stations will be staffed and services provided by appropriate NGOs and local agencies as specified in the Task Assignments section of this plan.

Attachment 10: AOF and ASG: Specifications and Locations (cont.)

The center will also provide computers for internet access, phones for individuals without telecommunications means (i.e., no cell phone), and a television (or televisions) for monitoring media coverage of incident events in real time. The [\(insert correct title of EMC\)](#) will work with the [\(name of technical department / agency\)](#) to secure the installation of this equipment (and all other required IT equipment) once the decision is made to establish the ASG.

The reception / security / registration center will remain operational for the duration of the ASG operation or for as long as the ultimate purposes of this center (i.e., ensure ASG security, provide for the basic support needs of ASG staff, and determine the number and types of resources that will be required to adequately support the ASG staff for the duration of the operation) are still required. The ASG Director and Assistant ASG Directors will jointly determine how and when the reception / security / registration center operates.

Registration for Support Services. After clearing security, ASG staff members will then be directed to stop at the support service stations set up in the center to address any basic assistance needs they may have. Because it is difficult if not impossible to predict the types of circumstances might be present during a prolonged COG operation, provisions will be made (as required) to address a complete array of basic support service needs. This may include extended stay accommodations, financial assistance, health / medical services, personal care items, and basic sustenance such as food, clothing and water. Although it is unlikely that such an extensive array of services will be required in most cases, there are certain scenarios which would require that such services be provided on an extended basis. If needed, these services will be provided in the center by appropriate NGOs and local agencies as identified in the Tasks Assignments section of this plan, and below in this Attachment.

Each support service station will require a minimum of two staff to assist in the processing of service requests and/or the actual delivery of direct services. The ASG Director / Assistant Directors will oversee and monitor the support services process to ensure that basic needs are being adequately met in a timely manner, and to identify as early as possible any resource / service shortfalls which will require augmentation via the EOC/AEOC and/or other means.

Accommodations for ASG Staff. It is likely that extended stay accommodations will be required for ASG staff if the facility selected for the ASG is located more than [\(insert time standard – two hours is used in MCOGP\)](#) hours driving distance from [\(name of jurisdiction\)](#). Since [\(insert number or quantity descriptor – e.g., all, several\)](#) of the possible ASG facilities fall within this category and several of the COG-initiating incident scenarios postulate significant damage and impacts to [\(name of jurisdiction\)](#) (therefore making it potentially uninhabitable), provisions for extended stay accommodations must be considered. Fortunately, [\(insert number or quantity descriptor – e.g. all, several\)](#) of the possible ASG facilities have sufficient (and reasonable) extended stay accommodations located either onsite or in close proximity to the facility at local hotels / motels, state parks, college dormitories, or other similar locations. These will be utilized if necessary and required to provide for the care of ASG staff for the duration of the COG operation.

Meal service will be provided at the ASG (and at arranged, congregate overnight accommodation facilities as appropriate) by the NGOs identified in this plan and/or through private vendors located in the vicinity of the ASG facility and procured through [\(name of jurisdiction\)](#). If necessary (and if a federal Stafford Act declaration has been granted), additional food supplies can be requested from FEMA, through the MSP/EMHSD, under NRF mission assignment. In addition, several local agencies are tasked in the [\(name of jurisdiction\)](#) EOP to provide for or coordinate the provision of supplemental food commodities from various sources and these agencies will be tasked with that mission by the [\(insert correct title of EMC\)](#) as required.

Comfort kits containing basic personal care supplies (e.g., toothbrush / toothpaste, brush, razor, shampoo / soap, etc.) will be provided to ASG staff upon request during the initial processing. These supplies will be provided by NGOs and/or procured from vendors or local agencies.

Attachment 10: AOF and ASG: Specifications and Locations (cont.)

Medical Services. Medical services at the ASG will be limited to basic first aid and will be provided by local authorities, with support provided by the ARC (as available). Medical services beyond basic first aid are the responsibility of each individual ASG staff person and those services will be secured through local hospitals and medical care facilities located in the vicinity of the ASG. In accordance with its prescribed mission in the (name of jurisdiction) EOP, the (insert name of medical coordination agency) has primary responsibility for coordinating the provision of basic medical services at the ASG. If necessary (and if a federal Stafford Act declaration has been granted), supplemental medical care services can be requested from FEMA, through the MSP/EMHSD, under NRF mission assignment.

Transportation Services. It is assumed that most if not all ASG staff will have access to private automobiles and/or (name of jurisdiction) vehicles while working at the ASG. In the unlikely event that alternate transportation service (local or intercounty) is required it can be arranged through local transit authorities and/or private transportation providers that operate in the vicinity of the ASG. A transportation assistance station will be set up initially in the reception / security / registration center to handle any requests by ASG staff for alternate transportation services. If such requests are not received during the initial ASG staff processing, the station will be disbanded and any subsequent requests will be the responsibility of the individual ASG staff in need of services.

Family Services. If it appears that the ASG will be operating for an extended duration due to a catastrophic initiating incident, it is very likely that at least some the families of ASG staff will temporarily relocate to living quarters in the vicinity of the ASG. If such a scenario occurs, an assistance station will be set up initially in the reception / security / registration center to handle any requests by ASG staff for information on family services such as child / elder care, temporary housing, schooling, cultural and/or religious organizations, etc. If such requests are not received during the initial ASG staff processing, the station will be disbanded and any subsequent requests will be the responsibility of the individual ASG staff in need of services.

Animal Care Services. If necessary, animal care services (authorized service animals only) for ASG staff can be arranged through the local jurisdiction and/or recognized nongovernmental animal care organizations, augmented as needed by resources provided by through the State Animal Response Team (SART). It is assumed that such animal care services will only be required in rare cases. No care services will be provided for pets or other companion animals. Only authorized service animals will be allowed entry into the ASG.

ASG Logistics. The ASG Directors and Assistant Directors will coordinate to ensure that the logistical aspects of the ASG are adequately addressed for the duration of the COG operation. Logistical concerns include supplies, equipment, facility issues, and the staff support services described above. (Name of jurisdiction) will provide for these items / services to the extent possible, augmented as required by assistance from the State, local agencies, NGOs and private sector vendors.

**Office Supplies and Equipment.** The basic office supplies and equipment required to support the ASG include but are not limited to the following:

**ASG Office Supplies and Equipment List**

• Tables and chairs (folding or standard office sets)	• Masking / cellophane tape	• Pens, pencils and markers	• Cell phones and Blackberries
• Laptop / desktop computers	• Card stock for signs	• Pencil sharpeners	• Cell / Blackberry chargers
• Computer printers / paper	• Paper clips	• Calculators	• Checklist for repatriates
• Temporary wall partitions	• Staplers and staples	• Facility / area information packages	• 800 MHz radios / chargers / instructions
• Extension cords	• Name tags	• Key contact lists	• Paper / plastic bags
• Facsimile machines / paper	• Clipboards / paper tablets	• ID card equipment / processing materials	• Maps (state, local, regional)
• Telephones (plug-in)	• String / plastic tape (for roping off areas)	• Cameras and video / audio equipment	• Wastebaskets

Attachment 10: AOF and ASG: Specifications and Locations (cont.)

The above (and other needed office supplies and equipment) will be provided by the [\(name of technical department / agency\)](#) using existing stockpiles and/or vendor contracts, or procured as necessary if existing sources are not adequate to support the COG operation.

**Telephones.** A large number of telephones will be required for use by ASG staff. (Although many of the staff will have local-issued and/or personal cellular telephones and/or Blackberries / similar, many others likely will not; hence, the need for supplemental telephones.) In accordance with the [\(name of jurisdiction\)](#) EOP, the [\(name of technical department / agency\)](#) will arrange for the provision and installation of required telecommunications hardware.

**Administration and Finance.** The administration and finance functions for the COG operation will be coordinated by [\(name of finance department / agency\)](#), with general oversight provided by the COG Team. The Executive, Legislative and Judicial Branches have independent responsibility for their own administration and finance functions, which include but are not limited to cost tracking, cost reimbursement, development of staffing patterns, staff scheduling, advance of funds for ASG staff, and submission of costs to the [\(name of finance department / agency\)](#) for compilation and transmittal to the State (via the MSP/EMHSD) for possible state and/or federal cost reimbursement. The tracking of costs will include timesheets, travel vouchers, invoices, etc., that document the total expenditures by staff for the COG operation. Administration and finance functions for the COG operation and ASG will begin upon notification of establishment of the ASG and end when all COG functions have been completed and the Seat of Government has been reconstituted in [\(insert name of municipality\)](#) or another designated location.

**JIC.** Provisions will be made for a JIC at or in close proximity to the ASG, separated from work areas and conforming to [\(name of jurisdiction\)](#) JIC procedures and the public information plan described in the "Public Information Plan for Continuity of Government Operations" section of this document. In accordance with the [\(name of jurisdiction\)](#) EOP public information procedures, the JIC will provide a focal point for public information officials and the media to:

- Gather and verify information about the incident, COG operation and ASG;
- Prepare and disseminate news releases and media advisories;
- Prepare talking points and fact sheets for public dissemination;
- Provide for rumor control and media monitoring;
- Respond to media inquiries;
- Provide interviews for the news media; and
- Conduct news conferences and briefings when appropriate.

**Explanatory Note:** The nature, scope and magnitude of the initiating incident conditions (which caused the need for a COG operation) will determine how many local jurisdictions in Michigan are directly affected by the incident. Depending on the incident scenario, the number of local jurisdictions directly affected may be relatively small or it may involve all or most local jurisdictions in Michigan. In accordance with the Information and Planning ESF in the MEMP, the State may establish a JIC to provide for statewide, coordinated information development and dissemination. If this occurs, affected local jurisdictions may participate, at their discretion, in COG operation public information activities through the JIC. However, space provisions will be limited and in no case will a local jurisdiction be allowed more than two public information officials to be present in the JIC. In addition, the ASG Unified Command reserves the right to restrict altogether local jurisdiction access to the State-established JIC for security / safety and/or capacity reasons. In those situations, local jurisdictions may establish their own public information dissemination mechanism but should take care to ensure that the information released is not in conflict with that released by the state-level JIC.

### Task Assignments Specific to ASG Operations

The following task assignments specifically relate to operational support of the ASG. These task assignments are in addition to the position-specific COG task assignments prescribed earlier in the Tasks and Execution section of the plan:

**Explanatory Note:** Add or subtract from suggested task lists as appropriate for local circumstances.

*(Name of human services department / agency).*

- Determine the anticipated basic support needs for ASG staff.
- As necessary, assist in food procurement and the identification and establishment of warehousing and feeding facilities (with assistance from the State, private industry, and NGOs such as the ARC) to help sustain the ASG meal operation.
- As necessary, coordinate with *(name of animal control department / agency)* to support the care needs of service animals for ASG staff. This includes identifying and contracting with veterinary and/or local care organizations (governmental or nongovernmental) as well as determining the resources required to support care activities.
- Assist in determining the resource and/or service needs of identified functional needs ASG staff.

*(Name of animal control department / agency).*

- As necessary, coordinate with *(name of human services department / agency)* to support the care needs of service animals for ASG staff. This includes identifying and contracting with veterinary and/or local care organizations (governmental or nongovernmental) as well as determining the resources required to support care activities – including activation of the State Animal Response Team (SART) through the SEOC/ASEOC.

*(Name of health department / agency).*

- Coordinate sanitation, food safety and food protection / security issues related to food service operations at the ASG and temporary staff accommodations.
- Determine the nature, scope, magnitude, anticipated duration, and resource requirements of the health / medical aspects of the ASG operation.
- As necessary, identify and coordinate resources to perform basic first aid activities at the ASG. This may involve internal staff, NGO staff, other local health / medical staff coordinated through the regional public health / medical response team, or private health care volunteers.

Attachment 10: AOF and ASG: Specifications and Locations (cont.)

(Name of legal department / agency).

- As necessary, provide legal advice and assistance to ASG staff involved in the COG operation. This includes the drafting of any local declarations and assistance requests required to obtain state and/or federal disaster relief assistance.

(Name of Area Agency on Aging – AAA).

- As necessary, assist in determining the resource and/or service needs of identified functional needs ASG staff.
- As necessary, identify and provide senior volunteers to supplement local and nongovernmental forces involved in providing support services to ASG staff.

(Name of technical department / agency).

- Assist in determining the resource and service needs of the ASG and ASG staff.
- Provide personnel (work crews and technical assistance), vehicles, equipment, materials and supplies to support ASG operations. (Note: Task assignments may include but are not limited to: identifying and making the ASG and support facilities ready for operations; providing office and IT equipment, materials and supplies for ASG staff; transporting, loading / unloading, installing, and inventorying office and IT equipment, materials and supplies; providing security resources, including personnel and ID badging systems; and assisting in the management of facilities as part of a Unified Command structure. The (name of technical department / agency) is primarily responsible for coordinating the IT aspects of the ASG and ASG support facilities. This may include providing the hardware and technical personnel for installation of radio systems, telecommunications systems, computers, and computer networks needed to support ASG activities.)
- As required, provide technical assistance in emergency procurement procedures to facilitate / aid the ASG.

(Name of finance department / agency).

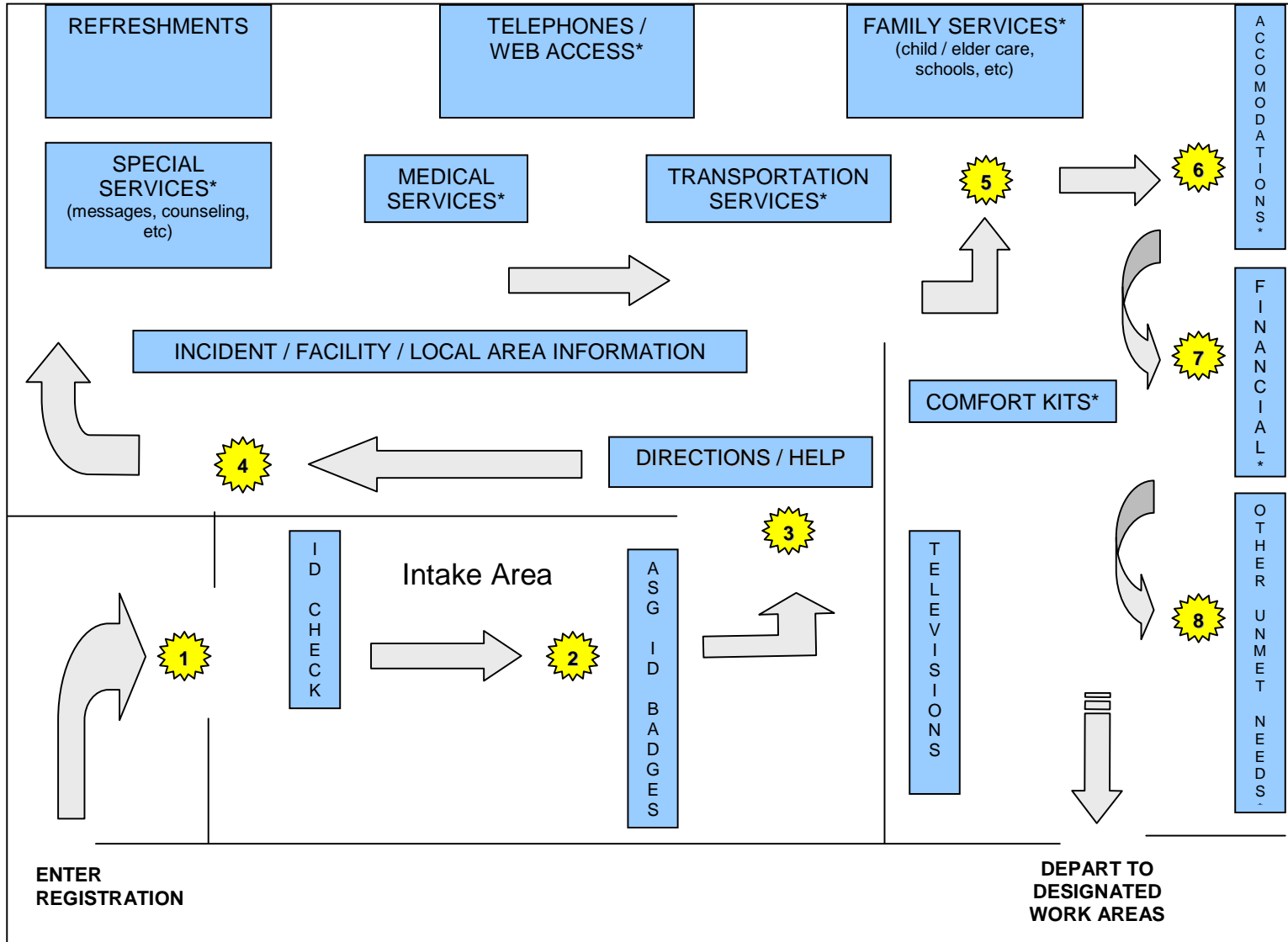
- Coordinate administration and finance functions for the COG operation, including the collection, compilation and submittal of eligible costs for possible state and/or federal cost reimbursement.

(Name of police department / agency).

- Provide access, traffic, and crowd control services at and around the ASG and/or ASG support facilities.
- Assist and coordinate with the Michigan Intelligence Operation Center (MIOC) and state homeland security officials (from the MSP/EMHSD) regarding homeland security issues that arise during COG operations.



**Sample Security / Reception / Registration Center Layout for ASG Facility**



\*Support services are merely suggested and will be provided only as required. Incident circumstances and operational needs will determine whether or not support service stations will be set up for the benefit of ASG staff.



Vital Records Log

Vital Record Type	Associated Essential Functions	Primary Data "Owner"	Routine Storage Media	Routine Storage Location	Routine Security Method	Backup Storage Media	Backup Location	Backup Security Method
Examples:								
criminal case files	A1	Richard Thomas, Law Clerk	county network	server R1, drive C	password	DVD (labeled "Criminal Case Files: [year]")	Law Clerk desk	lock and key; password
computer access codes	A9	Sheila Green, System Administrator	county network	server R1, drive C	password; write protected	DVD (labeled "Codes")	System Administrator file cabinet	lock and key; password; write protected
								(Expand Table as Required)

Vital Records Log (Alternate Table Format)

Specification	Description
Vital Record Type:	criminal case files
Associated Essential Functions:	A1
Primary Data "Owner":	Richard Thomas, Law Clerk
Routine Storage Media:	county network
Routine Storage Location:	server R1, drive C
Routine Security Method:	password
Backup Storage Media:	DVD (labeled "Criminal Case Files: [year]")
Backup Location:	Law Clerk desk
Backup Security Method:	Lock and key; password
	(Replicate Table for Each Record)

Attachment 12: Essential Function Relocation Groups

**Essential Function Relocation Groups**

Essential Function	Relocation Group Member Name	Role(s)	ERG or DERG?	Reconstitution Member? (Y/N)	Office Phone	Cell Phone	E-Mail Address
Examples:							
A1: Arraignment of Criminal Suspects	Robert Rutherford	District Court Judge	ERG	Y	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Mary Gardner	District Court Judge	DERG	N	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Todd King	Prosecuting Attorney	ERG	Y	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Rudy March	Prosecuting Attorney	DERG	N	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	TBD	Defendant's Attorney	N/A	N	TBD	TBD	TBD
	June Taylor	Court Recorder	ERG	Y	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Jill Hamilton	Court Recorder	DERG	N	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Mark Hamill	Bailiff	ERG	Y	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Justin Pierce	Bailiff	DERG	N	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	TBD	Armed Guard	N/A	N	TBD	TBD	TBD
	TBD	Jury	N/A	N	TBD	TBD	TBD
	W1: Drinking Water Distribution	John Alward	Superintendent	ERG	Y	(XXX) XXX-XXXX	(XXX) XXX-XXXX
	Mike Simpson	Water Treatment Technician	ERG	Y	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
	Sarah McAndrew	Water Treatment Technician	DERG	N	(XXX) XXX-XXXX	(XXX) XXX-XXXX	XXXXX@XXX.XX
							(Expand Table as Required)

**Table Notes:** TBD = to be determined at time of continuity incident from a relatively large pool of potential candidates. N/A = Relocation Group status not applicable due to role.

Attachment 12: Essential Function Relocation Groups (cont.)

Devolution of Operations Plans have been developed for the following Essential Functions:

**Devolution of Operations Plans for Essential Functions\***

Essential Function	Plan Title	Plan Developed By	Storage: (Routine and Backup)	Plan Implemented By	Contacts: (Primary and Alternate)	Office Phone	Cell Phone	E-Mail Address
Examples:								
W1	"Devolution of Operations Plan for Drinking Water Distribution"	John Alward, Superintendent, Water Treatment Plant	Routine: city network, server R1, drive C Backup: DVD and hardcopy, System Administrator's file cabinet – top drawer	City of Sugar Maple Water Treatment Plant staff	Primary: Thomas Wood, Water Treatment Plant Superintendent Alternate: John Anderson, Water Treatment Technician	Thomas Wood: (XXX) XXX-XXXX John Anderson: (XXX) XXX-XXXX	Thomas Wood: (XXX) XXX-XXXX John Anderson: (XXX) XXX-XXXX	Thomas Wood: XXXX@XXX.XX John Anderson: XXXX@XXX.XX
PS1	"Devolution of Operations Plan for Prisoner Care and Custody"	Michael Nelson, Chief of Police	Routine: city network, server R1, drive C Backup: DVD and hardcopy, Chief of Police's desk, lower right drawer	City of Sugar Maple Police Department – City Jail Division	Primary: Evelyn Jones, Jail Administrator Alternate: Steve Nichols, Captain	Evelyn Jones: (XXX) XXX-XXXX Steve Nichols: (XXX) XXX-XXXX	Evelyn Jones: (XXX) XXX-XXXX Steve Nichols: (XXX) XXX-XXXX	Evelyn Jones: XXXX@XXX.XX Steve Nichols: XXXX@XXX.XX
								(Expand Table as Required)

**Table Notes:** \*These plans were developed based on the suggested federal guidance found below. These plans are considered vital records and have been positioned so as to be readily available and accessible by devolution personnel.

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## Attachment 12: Essential Function Relocation Groups (cont.)

**Explanatory Notes:** Following is a summary of suggested federal guidance for developing a Devolution of Operations Plan for an Essential Function. The plan should be developed in a collaborative effort between the owner / operator of the Essential Function and the Devolution Emergency Response Group (DERG) that will restore and operate the Essential Function in place of the primary owner / operator. This guidance is intended to provide a general roadmap for the development of a Devolution of Operations Plan. Although there is great benefit in having standardized plans, deviations from this suggested format may be required in some cases in order to develop a plan that is appropriate for a specific Essential Function.

### Devolution of Operations Plan Content Guidance

Chapter 1. In addition to detailing the purpose, scope, and objectives for the plan, this introductory chapter should describe the assumptions or conditions under which devolution of the Essential Function would likely occur and calls for a listing of the authority for each Essential Function.

Chapter 2. The concepts relevant to the execution of the plan are introduced including the concept that the Devolution of Operations Plan goes beyond the COOP (and presumably the COG Plan) in providing coverage in the event the Essential Function is disrupted. The distinction is made between the COOP (where an ERG – comprised of a subset of the regular owner / operator staff – is responsible for restoring an Essential Function at an AOF) and a Devolution of Operations Plan (where a DERG – comprised of non-owner / operator staff – restores the Essential Function due to the complete loss or incapacitation of staff and the primary facility).

Chapter 3. Roles and responsibilities are assigned to those undertaking devolution of an Essential Function. Specifically, DERG members are to be identified with the following provisions:

- Typically members of DERG are stationed regionally or within a subcomponent of the organization (i.e., not in the same geographical location as the primary staff in order to avoid being impacted by the same incident);
- They are capable of restoring the Essential Function regardless of the status of the original staff or facility in which the Essential Function was contained;
- They have knowledge and expertise in the Essential Function; and
- They are not part of another emergency response organization or effort that would detract from their responsibilities as a DERG member.

The Devolution of Operations Plan is to include a coverage scheme identifying or assigning DERG members to the specific offices or positions they are replacing. In addition, FEMA guidance recommends that organizations establish a Devolution Working Group (DWG) that would periodically review Devolution of Operation Plans and resolve key issues that might arise.

Chapter 4. A four-phase approach to plan implementation is recommended:

- **Phase 1 – Readiness and Preparedness:** Provide an overview of the actions taken to develop the plan (i.e., review and revision, TTE, risk management, etc.).
- **Phase 2 – Activation and Transfer of Authority:** Provide activation triggers, notification procedures, and actions the DERG will take in the instances where there is prior warning or no warning of an incident.
- **Phase 3 – Devolution Operations:** Identify the conditions under which the Devolution of Operations Plan is to cease, what is to be discussed with DERG members on the initial call notifying them of their activation, how are they to report the operational status of Essential Functions on subsequent calls, and what steps DERG members are to take when they first arrive at the devolution site.
- **Phase 4 – Reconstitution:** Identify reconstitution team members, the possible options for reconstituting the Essential Function at the primary operating facility, and who makes the decision to reconstitute.

(GUIDANCE CONTINUED ON NEXT PAGE)

**Devolution of Operations Plan Content Guidance (cont.)**

Chapter 5. Resources required to support the DERG should be detailed according to the following subjects:

- **Personnel Coverage Procedure:** One of the biggest obstacles to devolution planning is securing a sufficient number of skilled DERG members. Nevertheless, a procedure is called for ensuring adequate coverage. Consider within the procedure developing a list of positions needed to restore and operate the Essential Function. Then, for each position, list an ERG member (a member of the current staff) and a DERG member (a person more remotely located). The two groups should be mutually exclusive with some consideration that if multiple Essential Functions should be lost, sufficient DERG personnel need to be available and to address multiple needs.
- **Vital Records Management:** Identify the individual responsible for having accurate and accessible records available at the devolution site. Also, consider pre-positioning vital records at the devolution site, or in some cases making the records part of a “drive-away” kit or available remotely from a third party.
- **Continuity Communications:** This section is to emphasize that restoring and sustaining Essential Functions at the devolution site requires sufficient communication and IT support systems. A list of such requirements and how they are to be acquired in an emergency is recommended.
- **Testing, Training, and Exercise Program:** This section calls for annual testing, training and exercising for all DERG personnel, with quarterly updates being provided of any changes in day-to-day operations or changes in Essential Functions, vital records, and Orders of Succession. The location and responsibility for maintaining training records, After-Action Reports, and corrective action plans are to be cited in this chapter of the Devolution of Operations Plan.
- **Security:** Document where the security requirements for devolution sites can be found.
- **Budgeting:** Establish a budget and procedure for acquiring the resources needed to restore Essential Functions and for managing the devolution effort. These costs should be part of an overall continuity budget
- **Human Capital:** Identify the leaders and DERG staff needed to implement the Devolution of Operations Plan, including the documentation each person received notifying them of their responsibilities under the plan as well as the organizational structure showing the interrelationships of Continuity Coordinators, the devolution leadership, DERG members, etc. Finally, provide or reference specific policies or procedures related to acquiring additional staff, authorizing work schedules and leaves, providing employee assistance programs, addressing special needs employees, allowing for and governing telework, and any pay / benefit concerns or limitations.

The Devolution of Operations Plan is to be considered a vital record and positioned so as to be readily available and accessible by devolution personnel.

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**Testing, Training and Exercise Log\***

Essential Function	Continuity Member Name	Role(s)	ERG or DERG?	Date of Last Testing of Key Continuity Provisions (list provision tested**)	Date of Last Continuity Training	Date of Last Continuity Exercise
Examples:						
A1: Arraignment of Criminal Suspects	Robert Rutherford	District Court Judge	ERG	mm/dd/yyyy (vital records recovery)	mm/dd/yyyy	mm/dd/yyyy
	Mary Gardner	District Court Judge	DERG	mm/dd/yyyy (vital records recovery)	mm/dd/yyyy	mm/dd/yyyy
	Todd King	Prosecuting Attorney	ERG	mm/dd/yyyy (vital records recovery)	mm/dd/yyyy	mm/dd/yyyy
	Rudy March	Prosecuting Attorney	DERG	mm/dd/yyyy (vital records recovery)	mm/dd/yyyy	mm/dd/yyyy
	June Taylor	Court Recorder	ERG	mm/dd/yyyy (vital records recovery)	mm/dd/yyyy	mm/dd/yyyy
	Jill Hamilton	Court Recorder	DERG	mm/dd/yyyy (vital records recovery)	mm/dd/yyyy	mm/dd/yyyy
	Mark Hamill	Bailiff	ERG	mm/dd/yyyy (security systems)	mm/dd/yyyy	mm/dd/yyyy
	Justin Pierce	Bailiff	DERG	mm/dd/yyyy (security systems)	mm/dd/yyyy	mm/dd/yyyy
W1 Drinking Water Distribution	John Alward	Superintendent	ERG	mm/dd/yyyy (alert / notification)	mm/dd/yyyy	mm/dd/yyyy
	Mike Simpson	Water Treatment Technician	ERG	mm/dd/yyyy (alert / notification)	mm/dd/yyyy	mm/dd/yyyy
	Sarah McAndrew	Water Treatment Technician	DERG	mm/dd/yyyy (alert / notification)	mm/dd/yyyy	mm/dd/yyyy
						(Expand Table as Required)

**Table Notes:** \*Any type of tabular, data base or spreadsheet format would potentially be suitable for tracking TTE provisions. \*\*Examples include but are not limited to: alert / notification; vital records recovery; IT systems recovery; security systems; etc. TBD = to be determined at time of continuity incident from a relatively large pool of potential candidates.

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**Sample Press Release #1**

Date

**FOR IMMEDIATE RELEASE**

**FOR MORE INFORMATION CONTACT:**

Name / Title of Public Information Officer

Telephone Number / Facsimile Number / E-Mail Address

*(Note: list the hours / days of the week this telephone number is staffed.)*

**(name of jurisdiction) Government has Temporarily Relocated**

Due to the (describe disaster conditions) in the (describe area impacted), it has been necessary to relocate (name of jurisdiction) Government to an "Alternate Seat of Government" at the (insert name and location of facility). The Alternate Seat of Government was established by (name and title of chief elected official) on (insert date) in response to the (describe damage / impacts) caused to (specify damaged facilities and/or functions). The (insert name of facility) will function as the Alternate Seat of Government until such time as the original seat of government can be fully restored and made available for safe use. The (title of chief elected official) has taken this extraordinary action in accordance with (cite specific legal authority [ies] for relocating government out of harm's way). The Executive, Legislative and Judicial Branches of (name of jurisdiction) Government have convened at the Alternate Seat of Government to continue their respective functions. Every attempt is being made to reduce the impacts of this temporary relocation on critical services and (name of jurisdiction) residents. Although the location of (name of jurisdiction) Government has temporarily changed, it will still continue to function, as required by and in accordance with (insert specific references to enabling authorities and/or other applicable references).

For further information, call (telephone number) or visit the (name of jurisdiction) web site at (insert web address).



## Sample Press Release #2

Date

### FOR IMMEDIATE RELEASE

#### FOR MORE INFORMATION CONTACT:

Name / Title of Public Information Officer

Telephone Number / Facsimile Number / E-Mail Address

*(Note: list the hours / days of the week this telephone number is staffed.)*

### (name of jurisdiction) Critical Services to Continue

Despite the (describe disaster conditions) in (name of jurisdiction) which occurred (insert date), (name of jurisdiction) residents, businesses and other stakeholders can be assured that the critical services provided by (name of jurisdiction)'s departments and agencies will continue with minimal or no interruption, according (name and title of chief elected official). *(Insert direct quotation from chief elected official or other official, if desired.)* Each (name of jurisdiction) department and agency has in place a Continuity of Operations Plan (COOP) which provides for the continuation of critical services and the continued functioning of the department and agency in time of disaster or emergency. On (insert date), (title of chief elected official) ordered each department and agency to implement its COOP in response to the conditions in (name of jurisdiction). Each department and agency has done that, and critical services continue to be provided in the most efficient manner possible from the alternate facilities and work locations identified by each respective department and agency. A list of those locations is provided below, and additional information on these locations is provided on each department and agency web page at the (name of jurisdiction) website at (insert web address). Critical services are those that help protect the health, safety, and general well-being of (name of jurisdiction) residents, allow for the continuation of legally-mandated governmental functions, protect the environment and resources of (name of jurisdiction), stabilize the economy, and facilitate incident recovery.

For further information, call (telephone number) or visit the (name of jurisdiction) web site at (insert web address).

Alternate Operating Facilities for Critical Services:

- (List department / agency, location and critical services provided to the public)
- (List department / agency, location and critical services provided to the public)
- (List department / agency, location and critical services provided to the public)

Etc.

*(Note: Attach a snapshot map and/or directions for each location as appropriate. If deemed appropriate, provide a list of temporarily discontinued services as well.)*

**Sample Public Service Announcement #1**

(name of jurisdiction) – Office of (title of chief elected official)  
and  
(name of emergency management office within jurisdiction)  
(telephone number / facsimile number / e-mail address)

**FOR USE UNTIL (DATE)  
ALTERNATE SEAT OF GOVERNMENT**

**(APPROXIMATELY 45 SECONDS)**

Due to the (describe disaster conditions) in (name of jurisdiction), and specifically affecting (name of facility or facilities), it has been necessary to relocate (name of jurisdiction) Government to an “Alternate Seat of Government” at the (name and location of facility). The Alternate Seat of Government was established by (name and title of chief elected official) on (insert date) in response to the (specify damaged facilities and/or functions). The (insert name of facility) will function as the Alternate Seat of Government until such time as (name of jurisdiction)’s (name of facility or facilities) can be fully restored and made available for safe use. Every attempt is being made to reduce the impacts of this temporary relocation on critical services and (name of jurisdiction) residents.

For further information, call (telephone number) or visit the (name of jurisdiction) web site at (insert web address). Thank you.

**Sample Public Service Announcement #2**

(name of jurisdiction) – Office of (title of chief elected official)  
and  
(name of emergency management office within jurisdiction)  
(telephone number / facsimile number / e-mail address)

**FOR USE UNTIL (DATE)  
CONTINUATION OF CRITICAL SERVICES**

**(APPROXIMATELY 60 SECONDS)**

Despite the (describe disaster conditions) in (name of jurisdiction) which occurred (insert date), (name of jurisdiction) residents, businesses and other stakeholders can be assured that the critical services provided by (name of jurisdiction)’s departments and agencies will continue with minimal or no interruption, according to (name and title of chief elected official). Each (name of jurisdiction) department and agency has in place a Continuity of Operations Plan (COOP) which provides for the continuation of critical services and the continued functioning of the department and agency in time of disaster or emergency. On (insert date), (title of chief elected official) ordered each department and agency to implement its COOP in response to the conditions in (name of jurisdiction). Each department and agency has done that, and critical services continue to be provided in the most efficient manner possible from the alternate facilities and work locations identified by each respective department and agency. A list of those locations can be found on the (name of jurisdiction) website at (insert web address), and (list other means such as major newspapers, other web sites, etc.).

For further information, call (telephone number) or visit the (name of jurisdiction) web site at (insert web address).

Sample Web Site Announcement #1

## (NAME OF JURISDICTION)

*(Note: Insert local government seal, logo or flag, and/or incident- and/or facility-related photographs below in place of these sample photographs.)*



## ALTERNATE SEAT OF GOVERNMENT

Due to the [\(describe disaster conditions\)](#) within [\(name of jurisdiction\)](#), it has been necessary to relocate [\(name of jurisdiction\)](#) Government to an "Alternate Seat of Government" at the [\(insert name and location of facility\)](#). The Alternate Seat of Government was established by [\(name and title of chief elected official\)](#) on [\(insert date\)](#) in response to the [\(describe damage / impacts\)](#) caused to [\(specify damaged facilities and/or functions\)](#). The [\(insert name of facility\)](#) will function as the Alternate Seat of Government until such time as the original seat of government can be fully restored and made available for safe use.

The [\(title of chief elected official\)](#) has taken this extraordinary action in accordance with [\(cite specific legal authority \[ies\] for relocating government out of harm's way\)](#). The Executive, Legislative and Judicial Branches of [\(name of jurisdiction\)](#) Government have convened at the Alternate Seat of Government to continue their respective functions. Every attempt is being made to reduce the impacts of this temporary relocation on critical services and [\(name of jurisdiction\)](#) residents. Although the location of [\(name of jurisdiction\)](#) Government has temporarily changed, it will still continue to function, as required by and in accordance with [\(insert specific references to enabling authorities and/or other applicable references\)](#).

*(Note: Insert quotations and/or correspondence from the local Chief Elected Official, Legislative or Judiciary leadership as deemed appropriate.)*

Please be advised at this time that the public will not be allowed entrance to the original Seat of Government or the Alternate Seat of Government, and no direct local services to the public will be provided from either location. Your cooperation, patience and understanding are appreciated during this difficult period as we work as quickly as possible to restore [\(name of jurisdiction\)](#)'s legally and Constitutionally-mandated functions.

For further information, call [\(telephone number\)](#) or visit the individual department and agency web pages found on this web site.

**THANK YOU.**

Sample Web Site Announcement #2

# (NAME OF JURISDICTION)

*(Note: Insert local government seal, logo or flag, and/or incident- and/or facility-related photographs below in place of these sample photographs.)*



## CONTINUATION OF CRITICAL SERVICES

Despite the [\(describe disaster conditions\)](#) in [\(name of jurisdiction\)](#) which occurred [\(insert date\)](#), [\(name of jurisdiction\)](#) residents, businesses and other stakeholders can be assured that the critical services provided by [\(name of jurisdiction\)](#)'s departments and agencies will continue with minimal or no interruption, according [\(name and title of chief elected official\)](#). *(Insert direct quotation from chief elected official or other official, if desired.)* Each [\(name of jurisdiction\)](#) department and agency has in place a Continuity of Operations Plan (COOP) which provides for the continuation of critical services and the continued functioning of the department and agency in time of disaster or emergency. On [\(insert date\)](#), [\(title of chief elected official\)](#) ordered each department and agency to implement its COOP in response to the conditions in [\(name of jurisdiction\)](#). Each department and agency has done that, and critical services continue to be provided in the most efficient manner possible from the alternate facilities and work locations identified by each respective department and agency. A list of those locations is provided below. Critical services are those that help protect the health, safety, and general well-being of [\(name of jurisdiction\)](#) residents, allow for the continuation of legally-mandated governmental functions, protect the environment and resources of [\(name of jurisdiction\)](#), stabilize the economy, and facilitate incident recovery.

For further information, call [\(telephone number\)](#) or visit the individual department and agency web pages found on this web site.

Alternate Operating Facilities for Critical Services:

- [\(List department / agency, location and critical services provided to the public\)](#)
- [\(List department / agency, location and critical services provided to the public\)](#)
- [\(List department / agency, location and critical services provided to the public\)](#)

Etc.

*(Note: Attach a snapshot map and/or directions for each location as appropriate. If deemed appropriate, provide a list of temporarily discontinued services as well.)*

## THANK YOU.

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**COG Planning Phases and Primary Considerations: Summary**

COG Planning Phase	Primary Considerations
<p><b>IDENTIFICATION OF ESSENTIAL FUNCTIONS (required by Michigan Constitution, Michigan law, or local Charter / Ordinance; an Essential Function based on NSPD-51/HSPD-20)</b></p>	<ul style="list-style-type: none"> <li>• (Insert correct title of EMC) will determine participants in development of COG Plan, as well as departments / agencies needing to develop a COOP.</li> <li>• (Insert correct title of EMC) will arrange for or provide COG Plan and COOP developers with introductory training FEMA Continuity Guidance Circulars.</li> <li>• COG Plan developers will determine legally-mandated functions that promote / maintain a separation of power and a system of checks and balances between the Executive, Legislative and Judicial Branches of (name of jurisdiction) Government; provide for democratically held elections; promote economic stability; maintain civil liberties; and protect public health and safety.</li> <li>• COOP developers will identify those mission-focused functions of their respective departments / agencies, courts or offices that are believed essential in providing services.</li> <li>• COG Plan / COOP developers are to conduct a Business Impact Analysis on each candidate Essential Function, including a determination on the consequences of the function being lost and the length of time (Recovery Time Objective – RTO) the function can be lost before the negative consequences are unavoidable.</li> <li>• Those candidate Essential Functions that support the National Essential Functions (NEFs) will be designated as Primary Mission Essential Functions (PMEFs), all remaining functions deemed to be essential will be designated as Mission Essential Functions (MEFs). No further action is required on those functions deemed non-essential and presumably these functions will be suspended in an emergency event.</li> </ul>
<p><b>PRIORITIZATION OF ESSENTIAL FUNCTIONS (Essential Functions will be ranked as part of a restoration and reconstitution strategy)</b></p>	<ul style="list-style-type: none"> <li>• COG Plan / COOP developers will rank the Essential Functions based on the projected negative consequences of the function's loss and the RTO.</li> <li>• (Insert correct title of EMC) will integrate the COG Team into the EOC organizational structure.</li> <li>• The COG Team, in an emergency event, will attempt to restore all PMEFs within 12 hours and then sustain the PMEF for up to 30 days.</li> <li>• The COG Team will attempt to restore all MEFs in the order of their ranking, with the goal of restoring the MEF by the RTO so as to avoid the negative consequences of the lost function and then maintaining the function for up to 30 days.</li> </ul>
<p><b>ESTABLISHMENT OF CONTINUITY MEASURES (a plan to restore Essential Functions in order based on their determined criticality)</b></p>	<p>The implemented COG Plan and COOPs are to reflect the following:</p> <ul style="list-style-type: none"> <li>• Orders of Succession and Delegations of Authority to be established, focusing on key public officials and owners / operators of Essential Functions.</li> <li>• Alternate Facilities: (Insert correct title of EMC) will maintain a master list of available AOFs and potential sites for an ASG and AEOC.</li> <li>• Vital Records Management: (Insert correct title of EMC) will work with designated department / agency Vital Records Managers and continuity personnel assigned responsibility for Essential Functions to maintain a master list and means for storing vital records needed to restore Essential Functions, conduct emergency operations, and maintain the legal and financial interests of individuals and businesses.</li> <li>• Human Capital: (Insert correct title of EMC) will work with department / agency directors and those responsible for Essential Functions to select relocation, devolution and reconstitution group members.</li> <li>• Continuity Communications: (Insert correct title of EMC) will work with those assigned responsibility for restoring Essential Functions and managing vital records to ensure the necessary systems and equipment are available for the restoration of Essential Functions and maintaining a visible, Constitutionally- and legally-mandated local government.</li> </ul>
<p><b>CONTINUITY PROGRAM MANAGEMENT SYSTEM (implementation of a continuous improvement program)</b></p>	<p>The Local Continuity Program Management System will be implemented in the following manner:</p> <ul style="list-style-type: none"> <li>• Strategic Goals and Objectives: After review and validation of the COG Plan, the COG Team is to develop a set of strategic goals and objectives for the continuity program.</li> <li>• Performance Metrics: Based on the strategic goals and objectives, the COG Team in conjunction with the (insert correct title of EMC) will develop a set of performance metrics for the program, including as one element the time needed to restore Essential Functions at an AOF.</li> <li>• Measuring / Monitoring: (Insert correct title of EMC) and department / agency directors will test, train and exercise elements of the program aligned with the performance metrics.</li> <li>• Corrective Actions: (Insert correct title of EMC) and department / agency directors will document inconsistencies in performance or program operations in a corrective action reports, which along with a summary of improvements and recommendations on needed program changes will be submitted to the COG Team for follow up.</li> <li>• Program Changes: The COG Team and (insert correct title of EMC) will annually review performance metrics, corrective actions and other recommendations and revise strategic goals and objectives, alter performance metrics, or implement other program changes as necessary.</li> </ul>
<p><b>RESPONDING TO CONTINUITY INCIDENT (implementation of the COG Plan and/or COOPs; includes post-incident reporting and corrective actions)</b></p>	<ul style="list-style-type: none"> <li>• If time allows, the COG Team will jointly review and revise the COG Plan as required to adjust for incident circumstances and current conditions. (Note: No-notice incidents may not allow for this step.)</li> <li>• The COG Plan will be activated and implemented.</li> <li>• The (insert correct title of EMC) will work with the COG Team and (name of technical department / agency) to select, organize and establish an ASG based on incident needs and circumstances.</li> <li>• The (insert correct title of EMC) will establish the AEOC (if the primary EOC is not available) to coordinate incident response / recovery activities. (The AEOC will be co-located with the ASG if possible, or in close proximity if co-location is not possible.)</li> <li>• The (insert correct title of EMC) will establish a COG Branch within the EOC/AEOC Operations Section and the COG Team will function within that operational framework. The COG Team will coordinate COG activities as prescribed in the COG Plan.</li> <li>• The (insert correct title of EMC) will work with (name of technical department / agency) and other support agencies / NGOs to equip and supply the ASG and AEOC as dictated by operational needs and incident circumstances and conditions.</li> <li>• Executive, Legislative and Judicial officials will be notified and requested to report to the ASG to continue their Constitutionally- and legally-mandated functions and ensure the continuation of Constitutional and legal governance in (name of jurisdiction).</li> <li>• Departments / agencies will, as appropriate, activate their COOPs to provide for the continuation of Essential Functions and services.</li> <li>• AOFs will be activated by departments / agencies as prescribed in the COOPs.</li> <li>• The MSP/EMHSD will coordinate incident response / recovery activities from the SEOC or ASEOC. State departments and agencies will provide needed services and assistance in accordance with the MEMP and their department / agency COOP.</li> <li>• The MSP/EMHSD will coordinate with FEMA/DHS regarding local needs and federal supplemental assistance requirements under the Stafford Act and NRF.</li> <li>• The (insert correct title of EMC), COG Team and PIO will develop incident-specific public information, communications, and health / safety plans (as prescribed in the COG Plan) prior to ASG activation.</li> <li>• The PIO will coordinate efforts to disseminate relevant incident-related information to the public in accordance with the incident-specific public information plan.</li> <li>• The (insert correct title of EMC) will coordinate with local support jurisdictions to determine assistance needs, current status and conditions, and incident action plans for response / recovery activities. This information will be conveyed to the MSP/EMHSD in the SEOC/ASEOC for compilation and follow up.</li> <li>• At the conclusion of the incident, the ASG will close and the Executive, Legislative and Judicial Branches will return to their normal governmental offices in (insert name of municipality) or to a designated replacement site and be reconstituted.</li> <li>• The (insert correct title of EMC) will work with (name of technical department / agency) to ensure the ASG is properly cleaned and restored to its pre-ASG status, and that all supplies and equipment have been returned to their originating agency / organization.</li> <li>• The (insert correct title of EMC) and COG Team will conduct a post-operation debrief and after-action review process with all participating entities to determine the successes and breakdowns of the operation and make recommendations for changes. An After-Action Report will be developed to articulate findings and identify needed corrective actions. The COG Plan and COOPs will be revised accordingly.</li> </ul>



Attachment 15: COG Planning Phases and Primary Considerations (cont.)

*Identification of Essential Functions.* The [\(insert correct title of EMC\)](#) has conducted a review of [\(name of jurisdiction\)](#)'s functions and services with individual department / agency stakeholders to determine which are required under the Michigan Constitution of 1963, Michigan Public Acts, and local ordinances – with special attention paid to those which cross department / agency lines or are not specifically assigned to any one department / agency. Those functions which met one or more of the following criteria based on the NEFs outlined in NSPD-51 / HSPD-20, were designated as a PMEF. The criteria are:

- Loss of the unit of government or function would significantly undermine the “separation of powers” and/or “checks and balances” between the branches of government as outlined in the Michigan Constitution (1963), associated Public Acts, or local ordinance.
- Loss of the unit of government or function would significantly undermine the trust and confidence that the citizens of [\(name of jurisdiction\)](#) hold for key leaders or institutions (i.e., key roles and functions of top officials that are visible and expected by local citizens).
- The loss of government unit or function would significantly undermine the ability to conduct elections in order to fill any vacancies involving key elected officials or elections as called for in the Michigan Constitution.
- The loss of government unit or function would significantly undermine [\(name of jurisdiction\)](#)'s ability to address any of the Constitutionally-mandated or Legislatively-enacted activities that are protective of public health, safety, security, economic stability, or civil rights and liberties (e.g., Article I of the Michigan Constitution calls for equal protection under the law, right of peaceable assembly, freedom of religion and speech, habeas corpus, right of trial by jury, rights of the criminally accused, the rights of crime victims, and the right to vote).

From this list, the [\(insert correct title of EMC\)](#), the COG Team and stakeholders have determined those Essential Functions which will be addressed by this COG Plan, those which will be addressed under a COOP, and those which will be addressed by a COG Plan or COOP for a support jurisdiction. (**Attachment 1** provides an index of support jurisdiction COG Plans and COOPs developed in support of the [\(name of jurisdiction\)](#) COG Plan.)

Mission Essential Functions (MEFs) are those additional functions that have been determined as being essential for [\(name of jurisdiction\)](#) government to meet the needs of its residents such that a disruption of that function would have an undesirable consequence. Although MEFs are important, relative to PMEFs they are secondary in priority regarding restoration. [\(Name of jurisdiction\)](#) recovery resources will be applied first to PMEFs, and then to MEFs as resources become available. **Attachment 3** provides a list of [\(name of jurisdiction\)](#) Essential Functions, including designations of PMEFs and MEFs.

**Attachment 2** provides a list of COG Team members who assisted in the identification of Essential Functions and designation of PMEFs and MEFs.

A Business Impact Analysis (BIA) was conducted on each [\(name of jurisdiction\)](#) Essential Function to determine the relative importance of that function as a starting point for developing a strategy for which Essential Functions should be restored first following a COG incident. Restoring the most critical functions first is most likely to mitigate the magnitude of any negative consequences. Each Essential Function was assigned one of the following impact ratings based upon which description of the negative consequences is most representative of what would likely occur:

**Business Impact Analysis: Impact Ratings**

Rating*	Description
High	Results in total loss in the “separation of powers” or system of “checks and balances” within (name of jurisdiction) government; OR <u>widespread</u> loss of life, civil disorder, loss of trust in (name of jurisdiction) government, critical infrastructure integrity, or economic instability.
Moderately High	Results in a temporary but prolonged loss in an element of “separation of powers” or “checks and balances;” OR results in a loss of life to a relatively few individuals but a significant number of injuries; OR leads to outbreaks of civil disorder; OR causes a major disruption in whole infrastructure or financial systems; OR results in a prolonged loss of civil liberties; OR impacts the ability of local leaders to carry out their duties.
Moderate	Any impact on the “separation of powers” or the system of “checks and balances” that is short and relatively confined to one branch of government, but which will require significant time and effort before being resolved; OR any impacts on human health (other than loss of life), public safety, security or the economy that are relatively local in nature; OR any impacts that prevent local government from delivering a number of Essential Functions.
Moderately Low	Any impact on the “separation of powers” or the system of “checks and balances” that are short, temporary and confined to a specific function; OR any impacts on human health, public safety, security or the economy that are expected to impact but a few individuals, are local in nature and temporary.
Low	Results in minimal, if any impacts on local government services; any impacts on public health, security, safety, or the economy are minimal (more of a nuisance or an inconvenience) and easily reversed.

**\*Note:** In the next phase the impact ratings were used in conjunction with the maximum length of time the service might be lost before the negative consequences are expected to occur, to determine criticality.

**Attachment 4** provides the Business Impact Analysis for those Essential Functions identified by (name of jurisdiction).

*Prioritization of Essential Functions.* For each Essential Function in (name of jurisdiction), an estimate was made regarding the length of time between the onset of a continuity incident and when the anticipated negative consequences would begin to materialize. This is referred to as the Recovery Time Objective (RTO) and is, in effect, the period of time during which the negative consequences would be avoided if the loss of function was restored. Each Essential Function was assigned one of the following RTO values: 0 hours; 2 hours; 4 hours; 8 hours; 12 hours; one day; three days; seven days; or 30 days. Any function having an RTO longer than 30 days was removed from consideration as an Essential Function. With regard to IT systems and potential data loss, the term Recovery Point Objective (RPO) refers to the length of time newly generated data can be lost before undermining the function or service. Any (name of jurisdiction) IT system function having an RPO longer than 30 days was also removed from consideration as an Essential Function.

**Explanatory Note:** As specified in federal guidance, PMEfs will not have an RTO value greater than 12 hours.

**Attachment 5** identifies the process by which (name of jurisdiction) Essential Functions were prioritized based on the Business Impact Analysis. The table below was used for this purpose. Refer to **Attachment 5** for the completed table.



**Business Impact Analysis: Recovery Time Objective Estimates for Essential Functions**

Time \ Impact	0 Hours	2 Hours	4 Hours	8 Hours	12 Hours	1 Day	3 Days	7 Days	30 Days
High									
Moderately High									
Moderate									
Moderately Low									
Low									

**Explanatory Note:** Those institutions / functions in the upper left corner are the highest ranked and would typically be the first targeted for restoration. Those in the lower right would be the last to be restored. Whenever possible the lost function would be restored within the assigned time period so that the negative consequences would be avoided. This prioritization scheme will assist in determining where to direct first recovery actions. It is meant as a guide and the order of restoration may warrant reconsideration given local conditions and availability of resources.

*Establishing Continuity Protective Measures.* For each (name of jurisdiction) Essential Function, a Business Process Analysis (BPA) was conducted to identify the personnel, equipment, supplies, data, databases, IT hardware and software, power and facilities needed to support the Essential Function. Listing these resources by Essential Function will help ensure that they can be brought together in a timely fashion to restore the Essential Function within the RTO or RPO.

**Attachment 6** depicts the Business Process Analysis used to identify essential resources needed to support each (name of jurisdiction) Essential Function.

With knowledge of the resources needed to support each (name of jurisdiction) Essential Function, the following protective measures have been implemented to ensure an orderly and timely transfer of these resources to the designated AOF or ASG for (name of jurisdiction):

Orders of Succession. Orders of Succession ensure that within (name of jurisdiction)'s organizational structure it is apparent who assumes the duties and responsibilities for individuals in key positions should those individuals be unavailable during the continuity incident. Orders of Succession are provided for 1) key elected and appointed positions within (name of jurisdiction) government, and 2) those responsible for maintaining the continuity of (name of jurisdiction)'s Essential Functions.

**Attachment 7** identifies the Orders of Succession for (name of jurisdiction). All Orders of Succession are in accordance with the provisions set forth in Act 303, Public Acts of 2000, Emergency Interim Local Succession Act.

## Attachment 15: COG Planning Phases and Primary Considerations (cont.)

**Explanatory Note:** Key positions should be designated by their title. FEMA recommends that the Order of Succession run three persons deep for elected officials when permitted by statutes. Individuals to be considered as a successor should have the knowledge, skills, background, experience and abilities required for the position. In some cases those selected to be a successor should receive further training on carrying out their emergency duties. Notifications of succession are to come through a continuity communications system. Orders of Succession should be considered a vital record with backup copies being placed either at AOFs, within a drive-away kit, or readily available from a third-party site.

**Delegations of Authority:** Clearly established Delegations of Authority during a continuity incident ensure that all [\(name of jurisdiction\)](#) personnel know who has the right to make key decisions. Key decisions include such as when to relocate, evacuate or return to normal operations (i.e., emergency authorities) or how to address issues related to hiring, payroll, contracts (i.e., administrative authorities). Delegations of Authority are typically activated when normal [\(name of jurisdiction\)](#) direction and control channels are disrupted. [\(Name of jurisdiction\)](#) has established Delegations of Authority for the following positions:

- Elected and appointed senior management positions;
- Department / agency heads, local court justices, legislative body leaders;
- Those responsible for the continuity of Essential Functions; and
- Key emergency management personnel.

**Attachment 8** identifies the Delegations of Authority for [\(name of jurisdiction\)](#). These Delegations of Authority have been reviewed and approved by legal counsel and determined to be in accordance with appropriate ordinances and state and federal statutes. The documents providing for these Delegations in Authority are considered vital records to help ensure the timely restoration of Essential Functions.

**AEOC.** The AEOC for [\(name of jurisdiction\)](#) is [\(insert name and address of facility\)](#), as specified in the [\(name of jurisdiction\)](#) EOP. The COG Team will operate from the AEOC until such time as the designated AOF or ASG is established (see below). The AEOC has essentially the same equipment, systems and utilities as the primary EOC, and has the capability to quarter and feed EOC staff should they be needed for a prolonged period. If the incident results in a power and/or communications disruption, the AEOC has the following backup capabilities: [\(list in general the backup capabilities\)](#).

**Attachment 9** identifies the designated AEOC location as well as potential secondary AEOCs that may be called upon if the primary AEOC is unavailable for whatever reason.

**AOFs / ASG.** An incident leading to activation of the [\(name of jurisdiction\)](#) COG Plan could require that the present Seat of Government in [\(insert name of municipality\)](#) be relocated (a worst-case scenario). More likely, a particular function, department or agency within [\(name of jurisdiction\)](#) may need to be temporarily relocated to an AOF in or outside the [\(insert name of municipality\)](#); preferably, one that is already owned by the jurisdiction so as to avoid any last-minute disagreements on when, or under what conditions, the facility might be available for use.

In the event the entire Seat of Government needs to be relocated, important considerations include: 1) location in relation to [\(insert name of municipality\)](#) (evacuation area) and the anticipated zone of primary incident impacts; 2) sufficient capacity and space for accommodating a large number of departments and agencies; 3) sufficient support utilities (e.g., water, sanitation, power); 4) sufficient security (particularly if the precipitating event was an act of terrorism); 5) sufficient resources to support basic human needs (e.g., food, medical services, shelter); and 6) sufficient communications and IT systems (preferably those used during normal operations and with some redundancy in the event primary systems fail). In addition, there may be the need for nearby housing for the families of personnel relocated to the site. Finally, more than one candidate site should be available, ones that are not on the same systems (e.g., utilities, IT) as the original location and that are geographically dispersed from the current Seat of Government and each other (so as not to be impacted by the same incident).

Attachment 15: COG Planning Phases and Primary Considerations (cont.)

**Attachment 10** identifies potential ASG sites. Incident circumstances will determine which facility is ultimately selected as the ASG.

In lieu of establishing an ASG, it may only be necessary to establish an AOF to relocate a single function, department or agency. In anticipation of this possibility, key implementation information has been gathered about the [\(name of jurisdiction\)](#) Essential Functions (through a Business Process Analysis) so that this transition can be made in as smooth and timely a manner as possible. Refer to **Attachment 6**. **Attachment 3** identifies key operational location information for each Essential Function, indicating which Essential Functions operate at which facilities. These two Attachments also identify other key information to aid in the establishment and operation of an AOF, and to assist continuity personnel actually responsible for restoring the Essential Function. That includes:

- The amount of space is required to restore the Essential Function at the AOF.
- The Emergency Relocation Group (ERG) personnel that are needed to restore the Essential Function (i.e., who, and how many?).
- The utilities (e.g., power, water, sanitation) and systems (e.g., communications, IT) that are needed to restore the function.
- The vital data, records, documents and references that need to be either pre-positioned at the AOF, placed in drive-away kits, or made readily accessible from some third location.
- The interdependencies that exist with other departments or outside agencies which must be made available for a restored Essential Function to operate as intended.

The documents related to the establishment and operation of the AOF are considered vital records to help ensure the timely restoration of Essential Functions.

**Attachment 10** identifies potential AOFs for the relocation of single Essential Functions, departments or agencies. Incident circumstances will determine which facility is ultimately selected as an AOF.

Refer to the “AOF and ASG Selection Criteria” section of Attachment 10 for specific details pertaining to and selection criteria used for the identification, establishment and operation of these alternate facilities.

Continuity Communications and IT Systems. Communications and IT systems required to support [\(name of jurisdiction\)](#)'s Essential Functions during a continuity incident have been identified in **Attachments 9 and 10**. The communications and IT systems identified for use at the AEOC, AOFs and/or the ASG offer sufficient redundancy to function under a number of different incident scenarios and generally mirror or are consistent with those systems used in day-to-day operations. These systems are based on the type and complexity of operations and generally include land and cellular-based voice systems, facsimile, ethernet / internet access, and emergency / non-emergency radio communications systems. Such systems are needed to provide connectivity between senior leadership and management, internal organizational elements, state and federal entities, end-users or customers of the Essential Functions, and the public. These systems are also fully capable of providing coverage for social distancing operations, including telework and other virtual offices. (These systems meet the minimum requirements for continuity communications as prescribed in National Continuity Communications System Directive 3-10, dated July 2007.)

Refer to **Attachments 9 and 10** for specific information regarding communications and IT systems at alternate facilities.

Attachment 15: COG Planning Phases and Primary Considerations (cont.)

**Vital Records Management.** Vital records management involves the identification, protection, and accessibility of electronic and hardcopy documents, references, records, information systems, data management and software needed to perform [\(name of jurisdiction\)](#)'s Essential Functions. Vital Records have been categorized as Emergency Operating Records (e.g., emergency plans, Orders of Succession, Delegations of Authority, and staffing assignments) and Rights and Interest Records (i.e., records critical to the legal and financial rights of individuals, including accounts receivable, contracts, property assessments, voting registries, birth and death records, and Social Security, payroll and insurance records). These records have been appropriately protected using one or more of the following protection methods: 1) pre-positioning at an alternate facility; 2) assembled as part of a drive-away kit; or 3) made accessible through a third location (other than the primary and alternate facility locations).

**Explanatory Note:** Elements of an effective vital records management program include: 1) periodic review and updating of Essential Functions and any associated inventory of vital records essential to support the restoration of those Essential Functions; 2) documented policies and procedures detailing the roles and responsibilities for maintaining and updating vital records; 3) a documented plan for making the vital records accessible to staff restoring Essential Functions, including any inventory of access keys or codes; 4) requirements and procedures for having back-up or redundant vital records; and 5) annual testing of accessibility and recovery efforts involving vital records.

**Attachment 11** provides an inventory of [\(name of jurisdiction\)](#)'s vital records.

**Human Capital.** [\(Name of jurisdiction\)](#) "continuity personnel" include the following: 1) individuals involved in the relocation and restoration of Essential Functions; 2) the COG Team; 3) designated Emergency Relocation Group (ERG), Devolution Emergency Relocation Group (DERG) and Reconstitution Team members; 4) continuity testing, training and exercise personnel; 5) [\(name of technical department / agency\)](#) technical support personnel; and 6) EOC/AEOC personnel. All of these play key roles in providing the necessary human capital in support of [\(name of jurisdiction\)](#) continuity operations.

**Leadership.** When the [\(name of jurisdiction\)](#) COG Plan is implemented, the COG Team will be activated. The COG Team will operate through the EOC/AEOC to provide direction and control authority over major relocation and/or devolution of Essential Functions, and/or establishment of an ASG. The COG Team includes the [\(insert titles of team members – making sure that at least one representative is included for the courts \[Judicial Branch\] and the city council or board of commissioners \[Legislative Branch\] – including the chief elected official\)](#). The COG Team will work with the [\(insert correct title of EMC\)](#) to:

- Implement the COG Plan when conditions are right for such action.
- Implement department / agency COOPs to ensure the continuation of Essential Functions and provision of needed services to [\(name of jurisdiction\)](#) residents.
- Coordinate with the MSP/EMHSD and [\(list other appropriate local, tribal, regional, state, federal, nongovernmental or private sector entities\)](#) to communicate COG actions, obtain needed resources and assistance, and address specific operational issues.
- Address personnel (human capital) issues that arise during the continuity incident including but not limited to pay, relocation, leave, work scheduling, benefits and telework.
- Procure, direct and coordinate resources in support of COG operations and/or response to / recovery from the initiating incident.
- Administer state and federal disaster relief funds for COG operations and related response / recovery activities.
- Communicate COG actions and expectations to the [\(name of jurisdiction\)](#) residents to ensure public support and cooperation, and to bolster public faith and confidence in the community leadership.

(Refer to the section titled "COG Team" beginning on page 22 for more detailed descriptions of team composition and purpose. **Attachment 2** provides a complete listing of COG Team members.)

**Emergency Relocation Groups (ERG).** For each Essential Function, members of an ERG have been identified with responsibility for relocating all necessary resources to an AOF and then restoring the Essential Function to operational status. ERG members are generally a subset of the primary or original staff responsible for the daily operation of the Essential Function. Members of the ERG maintain drive-away kits that contain needed equipment, documents or data necessary to restore the assigned Essential Function. The ERG is responsible for the transport and set-up of Essential Function support systems and will work with members of the Reconstitution Team on restoration of the function at the original or replacement site.

**Devolution Emergency Relocation Groups (DERG).** In those situations where there is insufficient personnel to establish an ERG for an Essential Function, it will be necessary to establish a DERG. Devolution involves the transfer the statutory authority and responsibility for an Essential Function from the original or primary staff having responsibility for the function to an alternate group of staff members (from outside the primary organization) who assume responsibility for restoring the Essential Function and for sustaining the function for up to 30 days. Devolution focuses on a transfer of power granted by the Michigan Constitution (1963), a Michigan Public Act, or a local ordinance. Devolution continues until the original Essential Function can be reconstituted at the original or a replacement location.

The [\(name of jurisdiction\)](#) has a total of [\(insert number\)](#) ERGs and [\(insert number\)](#) DERGs identified for its [\(insert number\)](#) Essential Functions. Refer to the table found in **Attachment 12** for more detailed information about the composition of these teams.

**Reconstitution Teams.** Reconstitution involves the restoration of an Essential Function back to its normal operating status at the original or a replacement location. Reconstitution includes:

- Informing all staff that the emergency or threat of an emergency no longer exists.
- Supervising the restoration of Essential Function at the original location or a replacement location.
- Verifying that all systems supporting restoration of an Essential Function are operational.
- Conducting an after action review, identifying areas for improvement and developing an associated corrective action plan.
- Identifying which (if any) records were affected by the incident and ensuring that all vital records and databases were properly restored.

Each [\(name of jurisdiction\)](#) Essential Function has a Reconstitution Team to oversee restoration of the function at its original or replacement location. Refer to **Attachment 12**. Reconstitution Team members are generally a subset of staff that normally performs the function. However, in some cases it has been necessary to supplement the team with members outside of the government unit.

**Continuity Testing, Training and Exercise (TTE) Personnel.** Continuity awareness training and more focused position-specific training for continuity leadership positions, relocation personnel, and reconstitution personnel will be conducted by [\(insert title of person or persons conducting training – typically the EMC\)](#). In accordance with federal guidelines found in Continuity Guidance Circular 1, the [\(name of jurisdiction\)](#)'s continuity TTE program has been integrated into its multi-year TTE plan and addresses continuity TTE requirements, resources to support TTE activities, and a TTE planning calendar.

**Technical Support Personnel.** Many Essential Functions are supported by IT systems for collecting, analyzing, reporting and storing data, for communicating internally or externally, and for general operational functions. The [\(name of technical department / agency\)](#) oversees and coordinates these systems and therefore will provide technical support, as required, for system installation and operation. This includes ensuring that cyber systems employed at AOFs have appropriately implemented security measures that prevent cyber intrusion. The [\(name of technical department / agency\)](#) technical support personnel will also provide guidance on and assist in the storage of vital records and the means for remotely accessing vital records from established AOFs.

Attachment 15: COG Planning Phases and Primary Considerations (cont.)

The [\(name of technical department / agency\)](#) maintains oversight of all [\(name of jurisdiction\)](#)-owned facilities and actively manages those facilities. The [\(name of technical department / agency\)](#) will coordinate with the COG Team and affected ERGs / DERGs in the selection of an AOF for relocated Essential Functions. The [\(name of technical department / agency\)](#) is also responsible for the procurement of materials, supplies, equipment or services (including security services) that might be needed at the AOF(s). The [\(name of technical department / agency\)](#) will also assist the COG Team with the logistics required to relocate the Seat of Government from [\(insert name of municipality\)](#) to an ASG.

**EOC/AEOC Personnel.** Upon activation, the EOC can provide 24/7 incident management support from its primary facility in [\(insert name of municipality\)](#). If an incident forces the relocation of the Seat of Government from [\(insert name of municipality\)](#) to an ASG, it is almost certain that the EOC will be relocated to the AEOC facility (location to be determined based on incident conditions and other factors). Whenever possible, the AEOC will be co-located with the ASG or located in close proximity to ensure maximum logistical and operational flexibility.

In accordance with the [\(name of jurisdiction\)](#) EOP [\(or EAG, if appropriate\)](#), EOC/AEOC personnel will manage all aspects of the incident response and recovery, including planning, logistics, operations, finance and administration, public information, as well as emergency alert and notification. In addition, EOC/AEOC personnel will implement appropriate mutual aid agreements (intra-state, interstate, and inter-governmental), procure resources through NGOs and the private sector (donated or otherwise), and request state and federal assistance through the MSP/EMHSD and FEMA. EOC/AEOC personnel also maintain primary stewardship over the [\(name of jurisdiction\)](#)'s use of the E Team incident management system for emergency alerting and notification, activities coordination, resource requests and management, and incident reporting.

EOC/AEOC positions that are particularly relevant to a COG operation include:

- Public Information Officer / Joint (Public) Information Team
- Incident Management Section Chief
- Operations Section Chief
- Operations Section / Field Operations Branch Director
- Operations Section / Staging Branch Director
- Logistics Section Chief
- Planning Section Chief
- Finance and Administration Section Chief
- Geographic Information System Specialist
- Designated Applicant's Authorized Representative (AAR) for federal Public Assistance

(Refer to the "Tasks and Execution" section for a detailed listing of continuity-related task assignments specific to each of these key positions.)

**Testing, Training and Exercise (TTE).** TTE is intended to provide education and training for [\(name of jurisdiction\)](#) personnel assigned roles and responsibilities under the COG Plan or a COOP. Each department / agency has been encouraged to expand its existing training programs to include the following:

- A general awareness training on the COG Plan;
- Leadership training on the Essential Functions under the purview of the department / agency;
- Training of personnel assigned to activate, support, sustain or restore an Essential Function as part of an ERG, DERG or Reconstitution Team; and
- Personal briefings on Orders of Succession and Delegations of Authority on an as needed basis.



Attachment 15: COG Planning Phases and Primary Considerations (cont.)

Periodic testing of support systems such as backup communication and IT systems will be conducted by [\(name of technical department / agency\)](#) to increase the likelihood of their being available during an emergency. Exercises will focus on specific policies and procedures for restoring Essential Functions. Observed deficiencies will be addressed as part of a Corrective Action Program using After-Action Reports, lessons learned, and corrective action plans to continuously improve performance. Exercises will periodically address the following:

- Alert, notification and activation procedures;
- Recovery of vital records and information systems;
- Relocation, devolution, and reconstitution of Essential Functions; and
- The ability to restore Essential Functions within the allotted RTO or RPO, including exercises where an Essential Function in organizational unit is dependent upon an essential resource from another organizational unit.

Training received by continuity personnel, to date, is recorded in **Attachment 13**.

*Responding to Continuity Incidents.* As incident circumstances dictate and/or upon request of the State and/or federal government, [\(name of jurisdiction\)](#) will implement this COG Plan. The [\(title of chief elected official\)](#) will authorize activation of the COG Plan and COG Team, and the COG Team will become part of the EOC structure. The [\(insert correct title of EMC\)](#) and the COG Team will oversee and monitor implementation of the COG Plan. If circumstances require relocation of the governmental structure and resources from [\(name of jurisdiction\)](#), an AEOC and ASG will be established. The COG Team will coordinate with the Executive, Judicial, and Legislative Branches of [\(name of jurisdiction\)](#) government in the establishment and operation of the ASG. The COG Team will manage the ASG (in conjunction with the three branches) and the various involved departments / agencies and NGOs will be tasked to provide technical and/or material assistance to the ASG and AEOC as required. The [\(name of jurisdiction\)](#) departments / agencies will continue to provide Essential Functions and services to [\(name of jurisdiction\)](#) residents in accordance with their established COOPs. Depending on incident circumstances, these services may be provided from each department's / agency's designated AOF.

For a statewide or major regional continuity incident, the MSP/EMHSD, in conjunction with the Governor and State COG Team, will determine when the continuity incident is over and reconstitution may occur. For a localized continuity incident involving just [\(name of jurisdiction\)](#), the [\(title of chief elected official\)](#) will make those determinations. Involved departments, agencies, NGOs and private sector partners will participate in an after-action review process, led by the [\(insert correct title of EMC\)](#), and provide recommendations for corrective actions to the [\(insert correct title of EMC\)](#) within the specified timeline for the incident.

*Continuity Program Management System.* [\(Name of jurisdiction\)](#)'s resiliency, sustainability and survivability during a catastrophic incident is directly related to its continuity capability – that is, its ability to continue Essential Functions and preserve the integrity of legal / Constitutional governance. [\(Name of jurisdiction\)](#)'s continuity capability is built around the key program elements of leadership and staff; legal authorities; planning; testing, training and exercising; facilities; expertise and materiel resources; and communications and technology. All of these elements are built upon a solid program management foundation that seeks continuous improvement in continuity capability through the development, measuring and monitoring of performance metrics. Consistent with this architecture, [\(name of jurisdiction\)](#)'s Continuity Program Management System elements include:

- Planning – COG Plan; department / agency COOPs and supporting procedures; counterpart support jurisdiction COG Plans and COOPs.
- Leadership and Staff – ([title of chief elected official](#)); COG Team; department / agency continuity personnel, including designated ERGs, DERGs and Reconstitution Teams.
- Legal Authorities – Michigan Constitution (1963); continuity-related state statutes and regulations; continuity-related local ordinances, policies regulations and procedures.
- Facilities – designated ASG; EOC/AEOC; designated AOF ([AOFs, if more than one](#)) for Essential Functions; other identified facilities required to support COG operations.
- Expertise and Materiel Resources – available supporting resources and expertise of ([name of jurisdiction](#))’s departments / agencies and NGO and private sector partners; state departments / agencies as described in the MEMP and/or MCOGP; federal assistance mechanisms (available through the MSP/EMHSD and SEOC/ASEOC or via separate statutory authority); EMAC/MEMAC assistance mechanisms; donations of needed goods and services.
- Communications and Technology – IT systems and communications networks developed and maintained by the ([name of technical department / agency](#)) and/or those developed and maintained by the State of Michigan and/or supporting jurisdictions.
- Program Management – ([name of jurisdiction](#)) continuity policies; continuity goals, objectives and performance metrics; budgetary processes that support and enhance continuity capability; annual reports of progress; post-incident after action reviews; etc. (This element is important because it promotes best practices and facilitates self-evaluation and continuous improvement in continuity capability via enhancements to the other management system elements.)

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### Michigan Constitution: COG Provisions

The Michigan Constitution of 1963 has several COG provisions that support the National Essential Functions (NEFs) outlined in NSPD 51/HSPD 20 which, in short, call for:

- Preservation of our Constitutional form of government based on a separation of Executive, Judicial, and Legislative powers along with the appropriate checks and balances between the branches of government;
- Maintenance of civil rights and liberties;
- Protection of public health and safety;
- Conduct of democratically held elections; and
- Maintenance of economic stability.

To this end, the Michigan Constitution prescribes the basic structure and functional elements of local government, defines the various institutions and officials empowered to govern and mandated to deliver specific functions and services, and addresses such relevant issues as separation of powers and the system of checks and balances between each branch of government. This Constitutional framework, coupled with the continuity-related legal requirements set forth in Michigan's Public Acts and local charters and ordinances, provides the enabling basis for the development and implementation of the continuity provisions prescribed in the COG Plan and in supporting COOPs.

The following Articles of the Michigan Constitution of 1963 have particular relevance to local continuity planning and management and the requirements outlined in FEMA CGC-1 – "Continuity Guidance for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations," January 21, 2009:

**Article I: Declaration of Rights.** Article I provides for individual rights, including peaceable assembly, petitioning the government for redress of grievances, freedom of religion and speech, right to bear arms, civil control over the military, habeas corpus, right to trial by jury, ability to secure bail, due process of law (largely determined through case law), and the right to receive notification of court proceedings.

**Explanatory Note:** Those local functions that directly guarantee civil rights and liberties are candidate Essential Functions as defined by FEMA in continuity guidance documents. In addition, the COG institutions and authorities securing and protecting these rights support the NEFs.

**Article II: Elections.** Under Article II an individual is provided the right to vote and the Legislature is given authority to enact laws that regulate the time, place, manner, and secrecy of voting for all nominations and elections. (Note: All elections for national, state, county and township offices are held on the first Tuesday following the first Monday in November.) In addition, the Legislature is to enact laws establishing a Board of State Canvassers and laws to provide for the recall of elected officials. Finally, under Article II of the Michigan Constitution, the people retain the power to enact or reject laws proposed by the citizenry (i.e., an initiative) or to approve or reject laws proposed by the Legislature (i.e., a referendum).

**Explanatory Note:** In times of an emergency or potential upheaval it is important for citizens to retain trust and confidence in their elected officials. When distrust arises, or when an official is simply unable to perform their duties, the Michigan Constitution mandates that citizens be given the right to participate in democratically held elections. If so, the nomination and election process at the local level may be considered an Essential Function that is to be addressed in the COG Plan.

**Article III: General Government.** Article III calls for the Seat of Government to be in Lansing and that there be a separation of powers between the three branches of state government (Executive, Judicial, Legislative). Although only one such check and balance is found within Article III (the right of either Houses of the Legislature as well as the Governor to request opinion from the Supreme Court on the “Constitutionality” of a law), further checks and balances may be found elsewhere in the Constitution or in Common / Statute Law.

**Explanatory Note:** Insofar as a local charter or ordinance may provide for a separation of Executive, Judicial and Legislative functions, the processes that account for this separation should be considered as Essential Functions needing to be restored in a timely manner in the event of an emergency or catastrophe that disrupts the separation of powers (or any checks and balances on those powers).

**Article IV: Legislative Branch.** Article IV deals with the Legislative Branch of state government including and under Section 39 calls for the establishment of COG measures. Provisions concerning the Legislature and potentially relevant to local COG include the Legislature’s authority to:

- Establish a Commission on Legislative Apportionment that will develop a census-based apportionments plan determining the number of Senators in the Senate and Representatives in the House with the Supreme Court resolving any disagreements.
- Establish a bipartisan Legislative Council who shall appropriate funds for the council’s operation and staff (to maintain bill drafting, research, and proactive revisions of exiting laws).
- Each chamber of the Legislature (a.k.a., “House of Congress”) shall choose its own officers, determine the rules of its proceedings, establish committees for the efficient conduct of business, record and make available for public inspection the names and votes of members, publish all committee hearings, conduct open meetings, publish a journal of its proceedings, and may originate legislation by bill.
- Every bill passed by the Legislature shall be presented to the Governor before it becomes law. The Governor has 14 days to approve or disapprove the bill. If approved, the new law is sent to Secretary of State for implementation. If disapproved, a 2/3 vote (to be recorded in the journal) of both Houses is needed to override the Governor’s veto.
- All laws shall be published in book form within 60 days after the final adjournment of the session and shall be distributed in the manner provided by law.
- The Legislature may provide by law the cases in which any office shall be deemed vacant and the manner of filling vacancies where no provision is made in the Constitution.
- (Section 39): “In order to insure continuity of state and local governmental operations in periods of emergency only, resulting from disasters occurring in this state caused by enemy attack on the United States, the legislature may provide by law for prompt and temporary succession to the powers and duties of public offices, of whatever nature and whether filled by election or appointment, the incumbents of which may become unavailable to carry on the powers and duties of such offices; and enact other laws necessary and proper for insuring the continuity of governmental operations. Notwithstanding the power conferred in this section, elections shall always be called as soon as possible to fill any vacancies in elective offices temporarily occupied by operation of any legislation enacted pursuant to the provisions of this section.”
- Provide for indeterminate sentences; authorize the employment of chaplains in state institutions; (may) enact laws to resolve conflicts between public employees; (may) provide safety measures and regulate the use of atomic energy; (shall) pass laws suitable for the protection and promotion of public health; (shall) provide for the protection of the environment (air, water, and other natural resources); and (shall) appoint an Auditor General.

**Explanatory Note:** The process of creating local ordinances, the review and approval of such ordinances, and legal requirements for the filling of vacancies in local government warrant consideration as Essential Functions. Orders of Succession and Delegations of Authority for legislative functions should be addressed in local continuity planning along with provisions for designating, as vital records, pertinent legislative records.

**Article V: Executive Branch.** Article V addresses the executive power vested in the Governor, including:

- Creating administration offices and agencies within the Executive Branch;
- Issuing Executive Orders (submitted for Legislative approval);
- Establishing of agency executives or commissions that serve at the pleasure of the Governor (with Senate approval);
- Making interim appointments as approved by the Senate;
- Initiating court proceedings when principal department heads are non-compliant with the law;
- Removing or suspending any public officer and making a provisional appointment to fill the vacancy (except for Legislative or Judicial officers);
- Acting as commander-in-chief of the armed forces;
- Issuing a writ of election to fill vacancies in the Senate and House;
- Granting reprieves and commutations;
- Convening the Legislature at an alternate seat of government in time of danger;
- Communicating with the Legislature on the affairs of State;
- Submitting to the Legislature an annual budget and an associated appropriation bills as well as any new revenue bills;
- Disapproving of any distinct item(s) in a proposed appropriation bill;
- With Senate and House approval, reducing expenditures authorized by appropriations; and
- Filling vacancies in the office of Secretary of State and Attorney General.

Other Article V provisions pertinent (or potentially pertinent) to local COG include:

- The Lieutenant Governor presides over the Senate (voting only if a tie) and performs duties requested by the Governor (having no vested power).
- The line of succession for Governor is the Lieutenant Governor, the elected Secretary of State, the elected Attorney General, and other such persons designated by law (i.e., fulfilled by Emergency Interim Executive Succession Act), in that order.
- The inability of the Governor or person acting as Governor shall be determined by a majority of the Supreme Court on joint request of the President Pro Tempore of the Senate and the Speaker of the House of Representatives. Such determination shall be final and conclusive. The Supreme Court shall upon its own initiative determine if and when the inability ceases.
- A State Transportation Commission is established (appointed by the Governor with consent of the Senate) and a State Director of Transportation appointed to execute the policies of the Commission.
- A Civil Rights Commission shall be established (appointed by Governor with consent of Senate) whose duty in a manner prescribed by law shall have the power to investigate alleged discriminations. The Legislature shall provide an annual appropriation for the effective operation of the Commission. The Commission may promulgate rules and regulations, hold hearings, through court authorization require attendance and submission of records, take testimony, and issue appropriate orders.

**Explanatory Note:** The following checks and balances provisions involving / affecting local executive authority should be considered as Essential Functions: Legislative approval of 1) executive orders, 2) executive appointments, and 3) budgets submitted by the executive authority; executive approval of legislative bills; removal of an executive official by legislative action in cases where the executive official is unable or unfit to serve in the position. Orders of Succession and Delegations of Authority for executive functions should be addressed in local continuity planning along with provisions for designating, as vital records, pertinent executive records.

**Article VI: Judicial Branch.** Article VI calls for the establishment of one court of justice having several divisions (Supreme Court, Court of Appeals, Circuit Court, Probate Court, and courts of limited jurisdiction established by a 2/3 vote in each house of the Legislature).

*Supreme Court.* The Supreme Court has superintending control over all courts of the state, and shall by general rules establish, modify, amend, and simplify the practice and procedure in all courts. The Supreme Court appoints an administrator of the courts and other assistants of the Supreme Court as may be necessary to aid in the administration of the courts of the state. Supreme Court justices are elected by nonpartisan elections as provided by law. At the first meeting of the Supreme Court in each odd-numbered year, the justices shall select by majority vote one among them to be Chief Justice.

*Court of Appeals.* The Court of Appeals consists initially of nine judges nominated and elected at a nonpartisan election as provided by law. The jurisdiction of the Court of Appeals shall be provided by law and the practice and procedure therein shall be prescribed by rules of the Supreme Court. The number of judges comprising the Court of Appeals may be increased, and the districts from which they are elected may be changed by law.

*Circuit Courts.* The state is divided into judicial circuits along county lines, and in each circuit one or more circuit judges shall be elected as provided by law. Circuit Courts are to convene at least four sessions per year in every county organized for judicial purposes. Circuit Court judges shall hold court in the county or counties within the circuit in which he (she) is elected, and in other circuits as may be provided by rules of the Supreme Court. The number of Circuit Court judges may be changed and circuits may be created, altered and discontinued by law or on recommendation of the Supreme Court to reflect changes in judicial activity. Circuit Court judges are elected in nonpartisan election in the circuit in which they reside. Circuit Courts have original jurisdiction in all matters not prohibited by law; appellate jurisdiction from all inferior courts and tribunals except as otherwise provided by law; power to issue, hear and determine prerogative and remedial writs; supervisory and general control over inferior courts and tribunals within their respective jurisdictions in accordance with rules of the Supreme Court; and jurisdiction of other cases and matters as provided by rules of the Supreme Court. County Clerks also serve as Circuit Court Clerk. Circuit Court judges may fill a vacancy in an elective office of County Clerk and/or Prosecuting Attorney within their respective jurisdictions.

*Probate Courts.* Each county organized for judicial purposes shall have a Probate Court. The Legislature may create or alter Probate Court districts of more than one county with approval of electors in each affected county. Judges are elected in a nonpartisan election and their jurisdiction, powers and duties are provided by law. Probate Courts have original jurisdiction in all cases of juvenile delinquents and dependents, except as otherwise provided by law.

Vacancies within any court are to be filled by the Governor. Whenever a new office of judgeship is created it shall be filled by election as provided by law. Judges shall not appoint public officers.

All final decisions, findings, rulings and orders by any administrative officer or agency existing under the Constitution or by law, which are judicial or quasi judicial in nature, and affect private rights or licenses, shall have their proceedings reviewed by the courts.

A Judicial Tenure Commission is established (with various appointments by the Governor and judges) and may make recommendations to the Supreme Court on censure, suspension, retirement, or removal of a judge.

**Explanatory Note:** Checks and balances provisions involving / affecting judicial authority rest primarily at the state-level and include: (State) legislative establishment of some fee structures and in defining judicial powers and duties by law; gubernatorial filling of court vacancies; judicial review of findings or rulings of an administrative officer or agency which are judicial or quasi-judicial and affect private rights or licenses; and gubernatorial appointment of certain members to the Judicial Tenure Commission. These provisions are addressed to the extent required in the Michigan Continuity of Government Plan. Local COG Plans should address local courts insofar as acknowledging separation of powers and checks and balances. The local conduct of judicial elections and the preservation of civil rights, due legal process and the rule of law warrant consideration as judicial Essential Functions. Orders of Succession and Delegations of Authority for judicial functions should be addressed in local continuity planning along with provisions for designating, as vital records, pertinent judicial records.

**Article VII: Local Government.** Under Article VII, the State has defined the powers and authorities to be granted to local governments:

- Each county and township will be a separate corporate entity with powers and immunities as granted by law.
- Counties, townships, cities, and villages are to have a charter and provide for elections to address proposed adoption/changes in the charter.
- With some limitations counties, cities, townships and villages may levy taxes.
- Counties, cities, townships and villages have the authority to adopt resolutions and ordinances.
- County government shall include an elected sheriff, county clerk, county treasurer, and register of deeds whose offices shall be held at the county seat. (Note: the register of deeds and county clerk positions may be combined.)
- A Board of Supervisors shall be created for each organized county. The Board shall have legislative, administrative and other duties as proscribed by law. The Board will have exclusive authority to fix the compensation of county officers.
- The county seat shall be moved only with 2/3 approval of the Board and by the majority of the electorate.
- The Board of Supervisors can authorize the County to enter into agreements with privately owned public utilities to provide services to the county residents.
- The County may be authorized by the Legislature to take responsibility for highways, bridges, culverts and airports within the jurisdiction and can impose a property tax to address road improvements.
- Each township will have an elected supervisor, clerk, treasurer, and trustees with powers and administrative duties as described by law.
- No public utility is to be granted a franchise within a township unless it is revocable and/or approved by the majority of the electors.
- State law shall provide for the incorporation of villages and cities within a county. State law shall dictate limitations on taxation by the villages and townships as well as restrict their power to borrow money or contract debts.
- Any city or village may acquire, own, and maintain parks, boulevards, hospitals and cemeteries and all works which involve public health or safety.
- Any city or village may acquire, own, and operate public service facilities for supplying water, heat, light, power, sewage disposal and transportation to the municipality and inhabitants thereof (must be subject to revocation or approved by 3/5ths of electorate).
- Public utilities must get local government approval before using highways, streets, alleys, and other public places for poles, wires, conduits, tracks, pipes or other public utilities.
- The Legislature may establish in metropolitan areas additional forms of government or authorities with powers, duties and jurisdictions as the Legislature shall provide. Whenever possible, such additional forms of government or authorities shall be designed to perform multipurpose functions rather than a single function.
- Any elected public official may be removed from office in manner and for the causes provided by law.
- Constitutional provisions and law concerning counties, townships, cities and villages shall be liberally construed in their favor. Powers granted to counties and townships by the Michigan Constitution and by law shall include those fairly implied and not prohibited by the Constitution.

**Explanatory Note:** The functions and processes supporting the powers and authorities granted to local governments are candidate Essential Functions, particularly when the local government takes on ownership and/or operation of key public services. Orders of Succession and Delegations of Authority for key local government officials and boards should be addressed in local continuity planning along with provisions for designating, as vital records, pertinent local records (possible examples include but are not limited to voting results, meeting minutes, charters, ordinances, deeds, tax roles, and business licenses).

**Article VIII: Education.** Article VIII addresses the role of the Legislature in maintaining and supporting a system of free public elementary and secondary schools. The Legislature may provide for the transportation of students to and from any school (private or public). The State Board of Education shall provide leadership and general supervision over all public education, including adult education and instructional programs in state institutions (except as to instruction leading to higher education baccalaureate degrees) serving as the general planning and coordinating body. The Board shall appoint a Superintendent of Public Education who shall chair the Board and be responsible for the execution of its policies.

The Legislature shall appropriate moneys to maintain the following state educational institutions: University of Michigan; Michigan State University; Wayne State University; Eastern Michigan University; Central Michigan University; Northern Michigan University; Western Michigan University; Grand Valley State University; and Ferris State University. The Legislature shall be given an annual accounting of all income and expenditures by each of these educational institutions. Formal sessions of the governing boards of such institutions shall be open to the public. Each governing board shall have a president, and have general supervision of its institution and control and direction of expenditure of its funds.

The controlling boards of the University of Michigan, Michigan State University and Wayne State University shall be elected as provided by law. The Governor shall fill governing board vacancies at these three institutions by appointment, and such appointees shall hold office until a successor has been nominated and elected as provide by law. Other educational institutions established by law having authority to grant baccalaureate degrees shall have their governing board members and vacancies appointed by the Governor with the advice and consent of the Senate.

The Legislature shall provide by law for the establishment and financial support of public community and junior colleges, which shall be supervised and controlled by locally elected Boards. The Legislature shall provide by law for a State Board of Public Community and Junior Colleges which shall advise the State Board of Education concerning general supervision and planning or such colleges and requests for annual appropriations. Vacancies will be appointed by the State Board of Education. The Supervisor of Public Instruction will be a non-voting ex officio of this Board.

Institutions, programs, and services for the care, treatment, education, or rehabilitation of the disabled shall always be fostered and supported.

The Legislature shall provide by law for the establishment and support of public libraries which shall be available to all residents of the state under regulations adopted by governing bodies thereof.

**Note:** Although schools are not directly controlled or operated by local jurisdictions, local continuity planners should engage local school systems and public colleges and universities in continuity planning efforts so that the highest level of preparedness can be achieved for the area / region. Absent such coordinated planning, the likelihood of disjointed response and recovery operations greatly increases. This may manifest itself in increased danger to public health and safety, lack of operational coordination, inefficient resource usage, conflicting public information and a general lack of public confidence in the political and administrative leadership of the jurisdictions and the schools involved.

**Article IX: Finance and Taxation.** The following finance and taxation provisions of the Michigan Constitution of 1963 are pertinent (or potentially pertinent) to local COG:

- “The Legislature shall impose taxes sufficient with other resources to pay for the expenses of state government.” (Section 1) (This is pertinent to local government, as revenue sharing is part of the state budget.)
- “The power of taxation shall never be surrendered, suspended or contracted away.” (Section 2)
- “There shall be established a state school aid fund which will be used exclusively for schools, higher education, and school employees’ retirement systems, as provided by law.” (Section 11)
- “No money shall be paid out of the state treasury except in pursuance of appropriations made by law.” (Section 17)
- “The credit of the state shall not be granted to, nor in aid of any person, association or corporation, public or private, except as authorized in this constitution.” (Section 18)
- “The legislature shall provide by law for the annual accounting of all public moneys, state and local, and may provide by law for interim accounting.” (Section 21)
- “All financial records, accountings, audit reports and other reports of public moneys shall be public records and open to inspection. A statement of all revenues and expenditures of public moneys shall be published and distributed annually, as provided by law.” (Section 23)
- “The accrued financial benefits of each pension plan and retirement system of the state and its political subdivisions shall be a contractual obligation thereof which shall not be diminished or impaired thereby.” (Section 24)
- Section 26 of this Article imposes limitations on the taxes the Legislature can impose. Section 27 of this Article specifies that the revenue limit of Section 26 may be exceeded only if all of the following conditions are met: “(1) the governor requests the legislature to declare an emergency; (2) the request is specific as to the nature of the emergency; and 3) the legislature thereafter declares an emergency in accordance with the specific of the governor’s request by a two-thirds vote of the members elected to and serving in each house. The emergency must be declared in accordance with this section prior to incurring any of the expenses which constitute the emergency request. The revenue limit may be exceeded only during the fiscal year for which the emergency is declared.”
- “No expenses of state government shall be incurred in any fiscal year which exceed the sum of the revenue limit established in Sections 26 and 27 of this Article plus federal aid and any surplus from a previous fiscal year.” (Section 28)

**Note:** The processes for collecting local taxes and managing local funds are potential Essential Functions. The procedures and records generated in support of those Essential Functions may be considered as vital records for continuity purposes.

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### Select Michigan Statutes with COG Provisions

The Michigan Constitution of 1963 empowers the Michigan Legislature to legislate the creation of specific institutions, policies and procedures. Thus, a number of Michigan Public Acts further define provisions of possible relevance to local continuity operations. The [\(name of jurisdiction\)](#) COG Plan and COOPs must be consistent with these legal mandates. Following are brief synopses of key Michigan laws insofar as they pertain to Essential Functions, Incident Management, Orders of Succession, Delegations of Authority and Vital Records Management.

**Act 390, Public Acts of 1976, the Emergency Management Act.** The Governor, by Executive Order or Proclamation, may declare a “state of disaster” or “state of emergency” and authorize the deployment and use of any forces and/or the use or distribution of supplies, equipment, materials, or facilities assembled or stockpiled pursuant to this Act as necessary to address the disaster or emergency.

The Governor may transfer the direction, personnel, or functions of state departments, agencies, or units for the purpose of performing or facilitating emergency management. Also, subject to appropriate compensation, as authorized by the legislature, private property may be commandeered as necessary to cope with the disaster or emergency.

The Governor, by Executive Order may direct and compel the evacuation of all or part of the population from a stricken or threatened area, control ingress and egress to and from that area, and occupancy of premises within the area.

The Director of the State Police, as directed by the Governor, is to coordinate all federal, state and municipal disaster prevention, mitigation, relief and recovery operations within the state. The Director also is to administer all state and federal disaster relief funds, mobilize and direct state disaster relief forces, assign general missions to the National Guard or other state defense forces, and provide recommendations to the Governor regarding management of any emergency.

The MSP/EMHSD is responsible for development and implementation of the State’s emergency management plan (Michigan Emergency Management Plan – MEMP) as well as coordination with designated emergency management coordinators within the Executive, Judicial and Legislative Branches of state government, counties, select municipalities, and select universities.

All persons within the state are obligated to conduct themselves and manage their affairs and property in ways that will reasonably assist and will not unreasonably detract from the ability of the State and the public to cope with the effects of a disaster or emergency. This includes the use or restriction of the use of property in time of disaster or emergency.

The County Board of Commissioners of each county shall appoint an Emergency Management Coordinator. In the absence of an appointed person, the Emergency Management Coordinator shall be the Chairperson of the County Board of Commissioners. The Emergency Management Coordinator shall act for, and at the direction of, the Chairperson of the County Board of Commissioners (or elected County Executive, if applicable) in the coordination of all matters pertaining to emergency management in the county, including mitigation, preparedness, response and recovery. Municipalities and public colleges and universities, depending on population, may also be required to appoint an Emergency Management Coordinator.

Attachment 17: Select Michigan Statutes with COG Provisions (cont.)

Counties and municipalities with an appointed Emergency Management Coordinator under the Act may direct and coordinate the development of emergency operations plans and programs, declare a local “state of emergency,” provide for the health and safety of persons and property, and direct and coordinate local multi-agency response to disasters and emergencies within the county or municipality. If a disaster or emergency is beyond the control of local public or private agencies, the Chief Executive Official of the county or municipality may request the Governor to declare that a “state of disaster” or “state of emergency” exists in the county or municipality.

If good cause exists to believe that terrorists or members of a terrorist organization are within the state or that acts of terrorism may be committed in the state or against a vital resource, the Governor may, by Executive Order or Proclamation, declare a “heightened state of alert” and take appropriate actions to safeguard the interests of the State or a vital resource, to prevent or respond to acts of terrorism, or to facilitate the apprehension of terrorists or members of a terrorist organization and those acting in concert with them.

**Act 302, Public Acts of 1945, the Emergency Powers of the Governor Act.** During times of great public crisis (i.e., disasters, civil unrest, catastrophes) or in anticipation of a possible public emergency the Governor may proclaim a “state of emergency” and designate the area involved. The Governor may subsequently promulgate reasonable orders, rules, and regulations as he or she considers necessary to protect life and property or to bring the emergency situation within the affected area under control. Those orders, rules, and regulations may include but are not limited to providing for the control of traffic (including public and private transportation within the area or any section of the area) and designating specific zones where the occupancy and use of buildings may be prohibited or regulated.

**Act 202, Public Acts of 1959, the Emergency Interim Executive Succession Act.** Under the Emergency Interim Executive Succession Act, the Governor is to designate five interim emergency successors, file the list of names with the Secretary of State along with the order of succession, and keep the emergency interim successors generally informed as to their potential duties.

If the Governor, Lieutenant Governor, the elected Secretary of State, the elected Attorney General, the President pro tempore of the Senate and the Speaker of the House of Representatives are not able or are unavailable to exercise the powers and discharge the duties of the Governor because of a disaster, the available emergency interim successor highest in order of succession shall exercise the powers and discharge the duties of the office of Governor until a new Governor is elected.

Similarly, all state executive officers shortly after taking office will designate and file, along with orders of succession, five interim emergency successors who will assume the authority and duties of the office of the executive officer in the event he or she is unavailable to do so.

**Act 227, Public Acts of 1963, the Emergency Interim Judicial Succession Act.** Under the Emergency Interim Judicial Succession Act, the Governor is to designate not less than three special emergency judges for each member of each court of record and specify the order of their succession. These courts shall include the Supreme Court, Circuit Courts, Probate Courts, Common Pleas and Recorder’s Court of Detroit, Superior Court of Grand Rapids and any state or other municipal court of record. Succession may occur if the judge is unavailable only as the result of an attack on the United States.

**Act 303, Public Acts of 2000, the Emergency Interim Local Succession Act.** Under the Emergency Interim Local Succession Act, an officer of a political subdivision (except a judicial officer or an officer in the state classified service) must, within three days of taking office, designate one emergency interim successor. The officer must file the name and title of his or her emergency interim successor with the Clerk or other recording officer of the political subdivision and with the County Clerk. The officer must review and as necessary promptly revise the designation of emergency interim successor to ensure that at all times there is a qualified emergency interim successor. Succession may occur if the officer and his or her deputy are unavailable only as the result of an attack on the United States. The emergency interim successor shall exercise the powers and discharge the duties until a new officer is appointed or elected and qualified or the regular incumbent of the office or his or her deputy is available to exercise the powers and discharge the duties of the office.

**Explanatory Note:** This Act repealed Act 203, Public Acts of 1959, MCL 31.101 to 31.115, which also included provisions (in MCL 31.113-114) for local political subdivisions to establish emergency temporary locations for their seats of government and to exercise governmental powers and functions thereat. These provisions were not included in Act 303 of 2000. However, this omission in no way precludes local governments from making prudent continuity preparations by designating temporary alternate locations to ensure COG and the restoration of Essential Functions.

**Act 207, Public Acts of 1941, the Fire Prevention Code.** The Fire Prevention Code outlines the duties and responsibilities of the State Fire Marshal and the Bureau of Fire Services (within the Michigan Department of Licensing and Regulatory Affairs). The Act also defines a number of authorities and procedures related to hazardous material storage and transport, including the investigations of incidents involving hazardous materials. The Bureau of Fire Services is also to ensure that bulk storage tanks and associated pipelines are addressed by emergency plans and that information is collected and made available on hazardous chemicals found in the workplace. The Fire Prevention Code also calls for fire, tornado, and armed intruder drills to be completed at public schools and universities.

**Act 368, Public Acts of 1978, the Public Health Code.** Under the Public Health Code the Director of Public Health (from the Michigan Department of Community Health) may declare a public health emergency in response to a disease outbreak and prohibit people from assembling in public areas. Operational procedures protective of public health may be issued. The Code also allows the Director to require that individuals undergo tests and treatment to identify and control a contagious disease and empowers local health officers or peace officers to petition the Circuit Court in order to detain or transfer an individual to an emergency treatment facility when it is reasonable to believe that that person is a carrier or health threat to the public.

**Act 431, Public Acts of 1984, the Management and Budget Act.** The Michigan Department of Technology, Management and Budget is responsible for the procurement of goods and services in response to a declared state of emergency or state of disaster. This is to include supplies, materials, services, insurances, utilities, third party financing, equipment, printing, and any and all other items as needed by state departments in responding to a disaster or emergency.

In addition, under the Management and Budget Act the Michigan Legislature may make an emergency appropriation from the “countercyclical budget and economic stabilization fund” created to help stabilize the economy by addressing revenue and employment needs during periods of economic recession and high unemployment.

**Act 150, Public Acts of 1967, the Michigan Military Act.** The Governor, as commander-in-chief of the organized militia, may declare a state of “martial law” or “martial rule” in the event of riot, tumult, breach of the peace, resistance of process, or for service in aid of civil authority. Should the Governor be absent or disabled the Adjutant General, if he or she believes the danger great and imminent, may order out troops of the organized militia under martial law or martial rule and as believed necessary to meet the emergency

**Act 380, Public Acts of 1965, the Executive Organization Act.** The Executive Organization Act of 1965 provides for delegation of authority by principal state department heads. When a principal department is headed by a commission, it may delegate such duties, powers and authority to the director of the department as it deems necessary to fulfill the duties and obligations of the commission. Except when the head of a department is a commission, the deputy department head assumes the duties and powers as prescribed by the department head during his or her absence or disability.

**Act 191, Public Acts of 1982, the Declaration of State of Energy Emergency Act.** The Governor may declare, by Executive Order or Proclamation, a state of energy emergency. Under the emergency provisions of this Act the Governor may order specific restrictions on a wide variety of energy consumptions in order to conserve energy resources and then direct energy source providers to redistribute those resources to address an emergency.

**Act 232, Public Acts of 1978, the Suspension of Business of Banks and Savings and Loans Associations Act.** The Commissioners of the Offices of Financial and Insurance Services in the Michigan Department of Licensing and Regulatory Affairs may, when an emergency (a condition that interferes physically with the conduct of normal business operations of one or more offices of a financial institution, or which poses an imminent or existing threat to the safety and security of a person or property, or both) exists, close a financial institution (i.e., state chartered bank, savings bank, credit union, or savings and loan association) over which the Commissioners have regulatory authority. An emergency may arise as a result of a fire, flood, earthquake, hurricane, tornado, wind, rain, snowstorm, labor dispute or strike, power failure, transportation failure, fuel shortage, interruption of a communication facility, shortage of housing or food, robbery or attempted robbery, actual or threatened enemy or terrorist attack, epidemic or other catastrophe, riot, civil commotion, or any other act of lawlessness or violence.

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### Relevant Federal Government COG Guidance Materials

#### Documents:

**National Continuity Policy Implementation Plan (Homeland Security Council), August 2007.** The National Continuity Policy provides an overview of the federal strategy for implementing continuity plans across the nation with a focus on maintaining our Constitutional form of government.

**Federal Continuity Directives (FEMA)** – Federal Continuity Directive 1, “Federal Executive Branch National Contingency Program and Requirements,” January, 2008; and Federal Continuity Directive 2, “Federal Executive Branch Mission Essential Function and Primary Mission Essential Function Identification and Submission Process,” February 2008. These directives focus on the implementation of continuity plans within the federal Executive Branch and offer discussion on a broad range of continuity subjects applicable to local and state government COOPs and COG plans.

**Continuity Guidance Circular 1 (FEMA)**, “Continuity Guidance for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations),” January 2009. Provides guidance on the role state, tribal and local governments are to play in supporting the continuity of the National Essential Functions and provides discussion on the tools and techniques that state, tribal and local governments can use to identify and support those functions.

**Continuity Assistance Tool (FEMA)**, “Continuity Assistance Tool for Non-Federal Entities (States, Territories, Tribal, and Local Government Jurisdictions and Private Sector Organizations), July 2009: A checklist of continuity items federal facilities are expected to adopt.

**Continuity of Court Operations (Department of Justice)**, Bureau of Justice Assistance, National Center for State Courts. A step-by-step guide to continuity of operations planning for courts, including template forms.

**Guidelines for Pandemic Emergency Planning: A Roadmap for Courts (Department of Justice)**, Bureau of Justice Assistance, April 2007. Guidelines for pandemic emergency planning for courts.

**Continuity of Operations Plan (COOP) Template (FEMA)**. Forms for completing a COOP.

**Continuity of Operations Plan (COOP) Template Instructions (FEMA)**. Instructions that accompany the above forms.

**Continuity of Operations (COOP) Multi-Year Strategy and Program Management Plan Template (FEMA)**. A multiyear strategy for implementing and maintaining a COOP on an ongoing basis.

**Pandemic Influenza Continuity of Operations (COOP) Annex Template Instructions (FEMA)**. Guidance for developing a COOP to address a potential pandemic event.

**Memorandum: Continuity of Operations (COOP) Pandemic Influenza Planning Guidance (FEMA)**, March 1, 2006. General guidance accompanying FEMA template for extending traditional COOP to address pandemic influenza.

Attachment 18: Relevant Federal Government COG Guidance Materials (cont.)

**Continuity of Operations (COOP) Pandemic Influenza Guidance (FEMA)**, March, 2006. Guidance to federal agencies and departments on pandemic planning and how it extends beyond a traditional COOP.

**{Organization Name} Devolution of Operations Plan Template (FEMA)**. A fill-in-the-blank template for establishing of Devolution of Operations Plan.

**Federal Preparedness Circular 65, Federal Executive Branch Continuity of Operations (COOP) (FEMA)**, July 26, 1999. A standard for implementing and maintaining a COOP within the federal government.

**Federal Preparedness Circular 66, Test, Training, and Exercise (TTE) (FEMA): Program for Continuity of Operations (COOP)**, April, 30, 2001. Provides guidance to federal agencies on the TTE necessary to validate COOPs.

**Federal Preparedness Circular 67, Acquisition of Alternate Facilities for the Continuity of Operations (COOP) (FEMA)**, April, 2001. Provides guidance to federal agencies on the location and criteria for use in selecting alternate facilities in advance of a continuity event.

**Interim guidance on continuity of operations planning for state and local governments (FEMA)**, May, 2004. A detailed discussion on the basic components of a COOP for federal departments and agencies.

**National Communications System Directive 3-10 (Homeland Security)**, "Minimum Requirements for Continuity Communications Capabilities," July 25, 2007

**National Emergency Communications Plan (Homeland Security)**, July, 2008. A strategic plan regarding a national vision for the future state of emergency communications dealing with operability, interoperability and continuity of communications.

**Special Publication 800-34, Contingency Planning Guide for Information Technology Systems (NIST)**, December, 2006.

**Special Publication 800-53, Recommended Security Controls for Federal Information Systems (NIST)**, December, 2006.

**36 Code of Federal Regulations, Part 1236, Management of Vital Records**, revised July 1, 2000.

**Websites:**

**FEMA continuity website ([www.fema.gov/government/coop/index.shtm](http://www.fema.gov/government/coop/index.shtm))**. Contains continuity planning guidance, information on continuity programs, and continuity education and training links.

**FEMA Lessons Learned Information Sharing website ([www.llis.dhs.gov/index.do](http://www.llis.dhs.gov/index.do))**. Pre-registration to the website is required. Contains a number of documents on lessons learned and best practices related to continuity planning (and other emergency management and homeland security functions) for state, tribal and local governments.

**Checklist of Major Continuity Functions and Capability Gap Analysis**

<b>Continuity Function</b>	<b>A. Addressed in Michigan Law or Michigan Constitution? (Y / P / N)</b>	<b>B. Addressed in Charter or Ordinance? (Y / P / N)</b>	<b>C. Addressed in COG Plan? (Y / P / N)</b>	<b>D. Addressed in Department / Agency COOP? (Y / P / N)</b>	<b>E. Addressed in EOP or Other Program Plan or Mechanism? (Y / P / N)</b>	<b>F. Capability Gap to be Addressed? (see notes below)</b>
<b>1. Alternate Seat of Government.</b> Identifying / developing an ASG for the Executive, Legislative and Judicial Branches of local government to convene at to ensure the continuation of Constitutional governance.			Y			
<b>2. Alternate Emergency Operations Center.</b> Identifying / developing an AEOC to coordinate emergency operations in the event the primary EOC is inoperable or otherwise unavailable.			Y		Y	
<b>3. Elections.</b> Maintaining the Constitutional elections process (i.e., ensuring the timeliness and integrity of elections at the local level).	Y		Y			
<b>4. Succession.</b> Ensuring the succession of key local elected and appointed positions and key staff supporting Essential Functions.	P <sup>(1)</sup>		Y	Y		
<b>5. Executive Process.</b> Maintaining executive leadership, management and decision making (i.e., ensuring the timeliness, integrity and legality of key administrative processes).			Y			
<b>6. Judicial Process.</b> Maintaining the Constitutional judicial process (i.e., ensuring the timeliness, integrity and legality of criminal and civil proceedings at local courts, preservation of due process, rule of law).			Y	P <sup>(2)</sup>		
<b>7. Legislative Process.</b> Maintaining the legislative process (i.e., ensuring the ability of the local legislative body to meet and conduct business and interact with the Executive and Judicial Branches on budgetary and legal matters).			Y			
<b>8. Connectivity.</b> Maintaining connectivity of local government with state, federal and tribal governments, key nongovernmental entities.	P <sup>(3)</sup>		Y			
<b>9. Economic Stabilization.</b> Ensuring the stability of the local economy and associated critical systems (e.g., financial, information, transportation, etc.).	P <sup>(4)</sup>		Y			
<b>10. Public Information.</b> Providing adequate and timely official information to the citizenry.			Y		Y	
<b>11. Essential Functions.</b> Identifying and maintaining Essential Functions through a viable COOP effort.			Y			
<b>12. Vital Resource Protection.</b> Protecting vital records, resources and assets from harm and ensuring their continued availability.			Y			
<b>13. Support Jurisdiction / Tribal COOP and COG.</b> Ensuring the continuity of local support jurisdictions and Indian Tribes and critical services provided by same.			Y			

**Table Notes:**

- Y = Yes, Adequately Addressed. P = Partially Addressed; Additional Work or Information Required. N = Not Addressed; Additional Work or Information Required.
- (1) Michigan law provides for judicial succession three-deep, but only two-deep for local officials (deputy then designated emergency interim successor). Orders of Succession should ideally run at least three-deep for all applicable positions.
  - (2) Some (but not all) local courts have developed COOPs to address the continuation of judicial processes during an emergency or catastrophe.
  - (3) Connectivity (local government to state government for emergency management purposes) is addressed in Act 390, Public Acts of 1976, as amended. However, connectivity for continuity purposes should also include connectivity with the public and with key nongovernmental entities.
  - (4) Various Michigan laws provide regulatory measures to promote economic stabilization, but organized local actions are a critical factor in stabilization efforts.

**Explanatory Notes:** Local continuity planners should pay particular attention to and complete the following columns: B. “Addressed in Charter or Ordinance”; E. “Addressed in EOP or Other Program Plan or Mechanism”; and F. “Capability Gap to be Addressed.” If this handbook and associated template are used for continuity planning, then most of the continuity functions identified in the far left column will have a “Y” in columns C and D. Column A has been completed based on MSP/EMHSD research of the Michigan Constitution of 1963 provisions as they relate to mandated governmental continuity measures. At the conclusion of a jurisdiction’s continuity planning effort, most if not all of Columns B, C, D and E should be marked with a “Y” (or a “P” to show partially or substantially completed but not yet finalized measures). Capability gaps should be addressed in the jurisdiction’s ongoing Continuity Management Program.

Attachment 19: Checklist of Major Continuity Functions and Capability Gap Analysis (cont.)

**Checklist of Major Continuity Functions and Capability Gap Analysis (cont.)**

<b>Notes:</b>	<b>A. Michigan Law or Constitution References</b>	<b>B. Charter / Ordinance References</b>	<b>C. COG Plan References</b>	<b>D. COOP References</b>	<b>E. EOP / Other Program Plan or Mechanism References</b>	<b>F. Capability Gap to be Addressed By What Means?</b>
1. Alternate Seat of Government	MC Article III (General Govt.); MC Article IV (Legislative Branch); MC Article V (Executive Branch)		Situation and Assumptions; Operations and Organization; Tasks and Execution; Attachments 3, 5, 6, 7		MEMP – WMD Attack Procedures	
2. Alternate Emergency Operations Center	Emergency Management Act (390 PA 1976)					
3. Elections	MC Article II (Elections); Michigan Election Law (116 PA 1954)					
4. Succession	MC Article V (Executive Branch); MC Article VI (Judicial Branch); Emergency Interim Executive Succession Act (202 PA 1959); Emergency Interim Local Succession Act (303 PA 2000); Emergency Interim Judicial Succession Act (227 PA 1963)					
5. Executive Process	MC Article VII (Local Govt.)					
6. Judicial Process	MC Article III (General Govt.); MC Article VI (Judicial Branch)					
7. Legislative Process	MC Article VII (Local Govt.)					
8. Connectivity	Emergency Management Act (390 PA 1976)					
9. Economic Stabilization	Emergency Management Act (390 PA 1976); Management and Budget Act (431 PA 1984); Declaration of State of Energy Emergency Act (191 PA 1982); Suspension of Business of Banks and Savings and Loans Act (232 PA 1978)					
10. Public Information	Emergency Management Act (390 PA 1976)					



**Checklist of Major Continuity Functions and Capability Gap Analysis (cont.)**

Notes:	A. Michigan Law or Constitution References	B. Charter / Ordinance References	C. COG Plan References	D. COOP References	E. EOP / Other Program Plan or Mechanism References	F. Capability Gap to be Addressed By What Means?
11. Essential Functions	MC Article II (Elections); MC Article VII (Local Govt.); MC Article IX (Finance and Taxation) MC Article XI (Public Officers and Employment); Michigan Election Law (116 PA 1954); Management Act (390 PA 1976); Numerous other Public Acts that protect public safety, health, and well being and/or implement functions required by the State and/or federal govt.					
12. Vital Resource Protection	Emergency Management Act (390 PA 1976)					
13. Support Jurisdiction / Indian Tribe COOP and COG	MC Article VII (Local Govt.)					

**Checklist of Major Continuity Functions and Capability Gap Analysis (Alternate Table Format)**

1. Alternate Seat of Government	References
A. Michigan Law or Constitution	MC Article III (General Govt.); MC Article IV (Legislative Branch); MC Article V (Executive Branch)
B. Charter / Ordinance	
C. COG Plan	Situation and Assumptions; Operations and Organization; Tasks and Execution; Attachments 3, 5, 6, 7
D. COOP	
E. EOP / Other Program Plan or Mechanism	MEMP – WMD Attack Procedures
F. Capability Gap to be Addressed By What Means?	
(Expand table with additional rows or replicate table for the remaining Continuity Functions 2-13)	

**Explanatory Notes:** Either of these table formats can be used as a “crosswalk” for listing relevant document, section and page references to show how and where each continuity function is addressed. The blue sample narrative is from the Michigan Continuity of Government Plan and is shown for illustrative purposes only. (The Michigan Law or Constitution references in the top table can be retained but the remaining sample narrative should be deleted and replaced with local continuity references.) Gaps in capability (i.e., a measure not completely addressed) should be listed in the far right column (F) of the top table example, or the bottom row (F) of the alternate table format example. Color shading has been added to highlight actions that still need to be taken to close gaps (but the shading can be removed if so desired).

**(Name of Jurisdiction) Continuity Policy**

(Insert the jurisdiction's formal Continuity Policy here.)

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