




City of Winchester
Fire & Rescue Department
STANDARD OPERATING PROCEDURE



Section: Operations	SOP: 7.7
Subject: Continuity of Operations (COOP)	Executed: December 2009 Revised: June 20, 2011
Approved:  Scott Cullers, Fire Chief	

PURPOSE

The purpose of the Winchester Fire and Rescue Department COOP plan is to provide the guidelines and framework to provide fire, rescue and emergency medical services within the City of Winchester and to restore essential functions in the event of an emergency that affects operations. This document establishes the Winchester Fire and Rescue Department's COOP program guidelines for addressing three types of disruptions:

- Loss of use of a facility (due to fire or event of nature);
- Loss of services due to a reduced workforce (as in pandemic influenza); and
- Loss of services due to equipment or systems failure (as in radio communications and/or information technology (IT) systems failure).

The Winchester Fire and Rescue Department is committed to the safety and protection of all its members/employees, apparatus/equipment and facilities. This plan provides the department and its personnel a framework that is designed to minimize potential impact during an event.

APPLICABILITY AND SCOPE

This document applies to all personnel in the department and all locations/fire and rescue stations. It also applies to the array of events and hazards that could threaten the department and its performance of essential functions.

The COOP plan does not apply to minor disruptions of service including temporary disruptions in IT systems or power outages and any other scenarios where essential functions can be readily restored in the primary facility.

This COOP plan was developed in concert with the City of Winchester's Basic Plan.

This COOP plan is to be distributed to department leadership volunteer Chiefs and Presidents as well as command staff and is to be made available to all members as deemed necessary. Training is to be provided for all department personnel. The COOP plan is to be shared with local emergency response and management agencies, emergency management directors, emergency management planners and other interested parties, as appropriate.

COOP TEAM

In the event of an incident that impedes routine operations, certain employees might be asked to relocate, take on additional or alternative functional responsibilities or take on other assigned duties as circumstances dictate. This plan identifies pre-assigned positions and functions associated with activating and implementing the COOP plan. It also details functional activities that might be assigned to department personnel by the COOP Team to support COOP plan implementation. Suggested pre-defined personnel responsibilities include, but are not limited to:

Department Chief

- Implements the COOP plan;
- Provides policy direction, guidance and objectives during implementation of the COOP plan;
- Consults with and advises appropriate officials during implementation of the COOP plan; and
- Serves as the principal department representative to external parties and groups during implementation of the COOP plan.
- Assign other duties or task as necessary to maintain priority services.

Department COOP Coordinator (EMS Captain in concert with station President and/or Chief)

- Serves as the department COOP plan point of contact;
- Coordinates implementation of the COOP plan and initiates appropriate notifications inside and outside the department;
- Aids COOP Team efforts at the alternate location;

- Initiates recovery of the department as part of reconstitution;
- Identifies essential functions to be performed when any part of the department is relocated;
- Identifies those functions that can be deferred or temporarily terminated;
- Designates personnel to assist security officials in securing office equipment and files at department locations when implementing the COOP plan;
- Prepares site support plans to support the implementation of the COOP plan;
- Designates personnel responsible to assist the key personnel arriving at the alternate facility;
- Supports periodic coordination visits by department offices; and
- Coordinates appropriate lodging, food and other arrangements with the alternate facility location, if appropriate, for personnel who are not commuting and need to remain overnight near the alternate facility location.

Department Reconstitution Manager (Fire Marshal in concert with station President and/or Chief)

- Forms a reconstitution team (Building Official, Insurance Rep., Contractor)
- Develops space allocation and facility requirements to support essential functions;
- Coordinates with the COOP Team and appropriate organizations to find suitable space if the primary facility is not available;
- Develops a time-phased plan, listing functions and projects in order of priority for resuming normal operations;
- Develops procedures, as necessary, for restructuring personnel; and
- Ensures the building is structurally safe and that it meets needs for operations.

Department Personnel (Operational Captain in concert with Station Chiefs and Battalion Officer)

- Review and understand the responsibilities related to COOP support functions and the performance of department essential functions at an alternate facility location; and
- Report to work to perform essential functions as detailed in this COOP plan or as requested.

- Reassign, alter shifts and call-back personnel as necessary to maintain emergency response capabilities. This is to include volunteer members that are available for duty times or can perform other functions. (i.e. Orange and White team)

ESSENTIAL FUNCTIONS

Service Priorities

The department has identified essential functions and key personnel who have roles in performing those functions to meet its responsibilities to citizens.

The department also has prioritized its functions by determining the essential functions' recovery time objectives (RTOs). A listing of the department's essential functions and their RTOs, along with all supporting resources including key personnel, vital records, systems and the equipment required to execute them, is shown below.

Table 2
Essential Functions

Priority	Essential Function	Essential Personnel and Back-up	Vendors and External Contacts	Vital Records	Equipment	Systems	RTO
1	Emergency Response	Operational Members Staff and Volunteers		Contact information	Apparatus and equipment	Radio 911 ECC Phone	None/ASAP Mutual Aid
1	Apparatus and Equipment Inspections and Maintenance	Staff and Volunteers	Volunteer Station's vendors	Firehouse Check sheets	Tools and supplies in stations	Phone	0 to 24 hours borrow or lease if needed
1	Inspections and Maintenance of Stations and supplies/food	Staff and Volunteers	Vendors to deliver or pick up	What to order and from whom	Phone and vehicle	Phone	2 to 96

1	Fuel/power for apparatus, stations to functions	Staff and Volunteers	Vendor or City Yards	Contact numbers	Vendors fuel pumps or delivery systems		2 to 96
1	Communicate and train personnel	Command staff and Volunteer Officers		Reference Materials	Computers and systems, phones	I.T. Phones	0 to 96
1	Personnel Needs	Command staff and Volunteer Officers	Dept. Doctors Meds.	Personnel Files	Vehicle	Phone e-mail	0 to 48
1	Admin. Short term scheduling and planning	Command Staff and Volunteer Chiefs	N/A	Personnel Files	Computer Phones	Phones e-mail	8 to 96 hours
2	Reporting System	Staff and Volunteers	City IT Firehouse Reporting	Department Guidelines	Computers	VPN	Use paper back-up until system available
2	Payroll	Ops. Captain Chief Admin. Asst. Exec. Sec. Finance	City Hall	Payroll Records and timesheets	PC, telephone	Access to City NaviLine	12 to 72 hours

		Dept.					
2	Fee for Service Billing	Operational Personnel and EMS Billing Manager	Billing Vendor	EMS Reports	Computers	VPN Report System	24 to 96
2	Fund Raising In volunteer Station(s)	Volunteer Personnel	Supply Vendors	State required	Buildings and Bingo supplies	Heat or A/C electric	1 to 3 weeks

LOSS OF ACCESS TO A FACILITY

Loss of use of Fire and Rescue Station or Timbrook Public Safety Building or Winchester Medical Center Emergency Department

- A department facility is vulnerable to being rendered unusable by a full range of hazards (man-made, natural and technological disasters);
- Leadership and personnel recognize their responsibilities to public safety and exercise their authority to implement this COOP plan in a timely manner when confronted with disasters;
- If properly implemented, pre-planning, preparation and action will reduce and prevent disaster-related losses; and
- Loss of access to a facility might occur at any time.

Loss of Use of a Station or Stations

This is to include threat, loss of power with generator failure, loss of heat, loss of water, to the destruction of the building due to man-made or natural disasters.

- Who is responsible for contacting personnel? Career Staff or ranking volunteer officer
- Who is to be contacted? 911 if needed, Battalion Officer, Career Chief and Captains, Volunteer President and Chief.
- When? As soon as possible.
- Access the situation and damage. Resources – (Building Official, Contractors, Insurance Adjuster)

- Estimated Time for loss of use of station or stations.
- Relocate to other station or facility such as garage or warehouse.
- Provide essentials for personnel and service delivery from a remote location. (Communications equipment, bedding, computer or paper reports, heat, food and water, etc.)
- Notify personnel and reassign as necessary.
- Maintain service delivery at or near normal.
- Notify City Officials (City Manager & Emergency Manager)
- Notify Frederick County (mutual-aid, Haz. Mat. etc.)
- Prepare information for release by Public Information Officer to public
- Develop a restoration plan (Volunteer Officers, Career Officers, Insurance, Contractors and City Officials)
- Initiate efforts to return to normal operations and notify City Officials and department personnel of planned return to normal.
- Notify Frederick County
- Prepare information for release by Public Information Officer to public about returning to normal operations.
- Test all systems and return to normal operations.

Loss of use of Timbrook Public Safety Building

This is to include threat, loss of power with generator failure, loss of heat, loss of water to the destruction of the building due to man-made or natural disasters.

- Who is responsible for contacting personnel? Battalion Officer and/or ECC
- Who is to be contacted? 911 if needed emergency responders, Battalion Officer, Career Chief and Captains.
- When? As soon as possible.
- Notify City Officials (City Manager & Emergency Manager)
- Access the situation and damage. Resources – (Building Official, Contractors, Insurance Adjuster)
- Estimated Time for loss of use.

- Relocate to station and/or City Hall or another facility.
- Items needed for priority functions.

A REDUCTION IN WORKFORCE (Possible Loss of Services)

This is to include any reductions in the workforce beyond the normal absenteeism that can be rectified by the Battalion Officer holding over and/or calling back a few off duty personnel. This may include reductions in the workforce that would affect service delivery to the community and/or department members.

The following are guidelines to assist in planning and preparing for workforce reductions due to sicknesses, weather and or disaster. The bottom line is to maintain service delivery as close to normal as possible.

Another resource would be the Department's Reduced Staffing and Response Guideline.

General Information and Duties:

Good open communications with staff and the monitoring of staffing and other factors that may affect the workforce's ability to provide normal service. (Sickness, man-made or natural disasters, hiring in another location)

The Battalion Officer and Operational Captain are to monitor workforce levels on a daily bases and communicate abnormalities to the Chief/Command Staff.

When it is determined that alternate staffing will be implemented or service delivery will be affected the following are to be contacted:

- City Manager
- Emergency Manager
- Volunteer Chiefs and Presidents
- Winchester Medical Center's Emergency Department
- City of Winchester Public Information Officer
- Frederick County Fire and Rescue

Guidelines for Workforce Reductions:

Stage I: Normal Operations (shift absenteeism 4 total field personnel absent)

1. All active operational personnel will be placed on either the "Orange Team" or the "White Team" staffing rotation.

2. Active operational volunteers will be placed on “Orange Team” or “White Team” if they desire to be on a team.
3. Monitor Staff and Volunteers activity and wellness.
4. Monitor Administrative personnel.

Stage II: Service Reduction Phase (shift absenteeism 5 to 6 personnel)

1. Continue staffing all stations, but change minimum staffing to 3-3-2-1.
2. Staffing levels will be identified such that services can be curtailed or modified (public education, inspections, training).
3. Staffing augmentation plans will be developed to ensure that sufficient personnel are available to maintain essential services.
4. All personnel will be prepared to holdover on shift if required.
5. All personnel will be prepared for the initiation of the “Orange Team/White Team” staffing rotation. This will be 24 hours on duty and 24 hours off duty rotation.

Stage III: Orange/White Implementation (total operational staff absenteeism 11-19 personnel)

1. All career personnel will be placed on the “24-on, 24-off” Orange Team/White Team staffing rotation.
2. Kelly days and leave will be rescinded.
3. Personnel will be notified as to what station to report to for duty.
4. Strict system status management practices will be instituted. All stations will be required to call in STAFFED units at 0700 hours each day.
5. The administration office will consider the temporary reassignment of personnel for allotment to operations staffing positions from the fire marshal and administrative offices.
6. Monitor Staff and Volunteers activity and wellness.
7. Evaluate the situations as a whole and make changes to service delivery as needed.
8. Assess the duration and obtain other resources as necessary.

Return to Normal Operations:

1. Develop a plan and schedule and communicate to all personnel and members of the department.
2. Notify City and Emergency Manager, City PIO and all City Agencies involved.
3. Create an after-action report and submit to the Fire and Rescue Chief within 45 days.

EQUIPMENT OR SYSTEM FAILURE (Possible Loss of Services)

This section addresses the department guidelines when there is a loss of equipment or system failure with or without advance notice.

Depending on the system or equipment that fails personnel should follow policies and procedures or guideline developed by the department. The following information may give additional guidance depending on the failure and the time involved.

- Department or community equipment or system is vulnerable to being rendered unusable by a full range of hazards (man-made, natural and technological disasters).
- Key systems are identified as radio system, computers/servers/connections, community phone service, and water supply and fuel systems/power systems.
- Who is responsible for contacting personnel? Career Staff, Battalion Officer, ranking volunteer officer, ECC
- Who is to be contacted? ECC/911 if needed, Battalion Officer, Career Chief and Captains, Volunteer President and Chief.
- When? As soon as possible.
- Access the situation and damage. Resources – (Building Official, Contractors, IT Staff, Radio Technician)
- Initiate or develop a plan to continue service delivery to the community and communicate it to all personnel and members of the department.
- Notify City Officials (City Manager & Emergency Manager)
- Notify Frederick County if affected. (Mutual-aid, Haz. Mat. etc.)
- Prepare information for release by Public Information Officer to public.
- Call for needed resources.

Return to Normal Operations:

- Department Director informs personnel that the threat of or actual event no longer exists and provides instructions for resumption of normal operational hours. Announcement to be disseminated via established notification procedures.
- Notify City and Emergency Manager, City PIO and all City Agencies involved.
- Create an after-action report and submit to the Fire and Rescue Chief within 45 days.

ORDERS OF SUCCESSION

Orders of Succession

Key Position	Successor 1	Successor 2	Successor 3	Successor 4
Operation Captain Kensinger	EMS Captain McClellan	Lt. Kevin Yost	Lt. Matt DeHaven	Lt. Craig Strawderman
EMS Captain McClellan	Lt. Donald Whitacre	Lt. Matt DeHaven	Lt. Craig Strawderman	Sgt. J.D. Orndorff
Assistant F/M Luttrell	WPD Investigator Frank Myrtle	Frederick County Fire Marshal Office	Inspections Department City Hall	Trained Field Personnel
Administrative Assistant Beth Sivills	Executive. Sec. Bonnie Diamantes	City Hall Finance and Administration	WPD Administrative Assistant Debbie Bock	Other City Department Admin Staff
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Volunteer Stations Chief	Volunteer Deputy Chief	Volunteer Captain	Senior Volunteer Operational Officer or FF	
Volunteer Stations Presidents	Vice President	Secretary	Treasurer	Senior Board Member

Key Position	Successor 1	Successor 2	Successor 3	Successor 4
Fire & Rescue Department Chief	Operation Captain Kensinger	EMS Captain McClellan	Lt. Kevin Yost	Lt. Matt DeHaven

DELEGATIONS OF AUTHORITY

Authority is delegated as defined by City and State Code, City and Department policy, procedures and guidelines; chain of command as well as job descriptions. The Order of Succession above is a good guideline to follow. The goal is to maintain operations so service to the community can continue at an acceptable level.

Alternate Facility/Locations:

Station/Field Operations

- Another City Fire Station
- City Garage City Yards
- Private Garage Repair Shop
- Temporary Structure

Office Admin Operations

- City Fire Station
- City Hall
- Other City Office space
- Lease or borrow office space

COOP ADMINISTRATION AND SUPPORT

Fire and Rescue Department Command Staff, Volunteer Station Chiefs and Presidents and City Officials will all work together to ensure a continuities of fire, rescue and emergency medical services to the community. The COOP Plan for Fire and Rescue is the responsibility of the Fire and Rescue Chief and is to be updated annually and understood by department personnel and function when needed. Good clear professional communications is needed before, during and after an event; covered in this plan.

OTHER RESOURCES

- Fire and Rescue Resource Manual
- Response & Staffing Guideline
- Reduced Staffing and Response Guideline
- City Emergency Operations Plan
- Department Contact List
- Internal Web-site (Department and City)

Level of Emergency and Decision Matrix Guideline

Level of Emergency	Category	Impact on Local Government	Decisions
I	Alert	An actual or anticipated event might have an adverse impact of up to 12 hours on any portion of the local government but does not require any specific response beyond what is normally available.	Impacted department alerts appropriate personnel of situation and requests needed assistance. No COOP plan implementation required.
II	Stand-by	An actual or anticipated event estimated to have minimal impact on operations for 12 to 72 hours that might require assistance beyond what is normally available.	Impacted department alerts appropriate personnel. Members of the COOP Team are notified and placed on stand-by. Limited COOP plan implementation depending on individual department requirements.
III	Partial Implementation	An actual event estimated to disrupt the operations of one	Impacted department alerts

Level of Emergency	Category	Impact on Local Government	Decisions
		<p>or more essential functions or impact vital systems for more than three days.</p>	<p>elected officials and senior leadership. COOP Team members alerted and instructed on the full or partial implementation of the COOP plan. Implementation of the COOP plan approved by the elected officials or senior leadership. Might require the mobilization of all resources. Might also require the activation of orders of succession. Might require the movement of some personnel to an alternate facility location for a period of more than three days but less than 14 days. Event requires command and control resources be applied to the issue.</p>
<p>IV</p>	<p>Full Implementation</p>	<p>An actual event that significantly disrupts the operations of three or more essential functions or to the full department that impacts multiple vital systems for more than seven days.</p>	<p>Impacted department alerts elected officials and senior leadership. COOP Team members alerted and instructed on the full or partial</p>

Level of Emergency	Category	Impact on Local Government	Decisions
			<p>implementation of the COOP Plan.</p> <p>Might require activation of orders of succession.</p> <p>Might require the movement of a significant number of personnel to an alternate facility location for a period of more than 14 days. Event requires command and control resources be applied to the issue and might require the complete mobilization of all resources.</p>