

PURPOSE

The purpose of this Basic Plan is to provide the framework for the Town's various departments to restore essential functions to employees and residents in the event of an emergency that affects operations. In addition, this plan will facilitate the execution of mission essential functions during any crisis or emergency in which one or more department locations are threatened or inaccessible.

Specific continuity of operations objectives for and during operations are to:

- Enable staff to perform mission essential functions to prepare for and respond to all threats or emergencies including natural, technological, and human-caused disasters.
- Identify key personnel, back-up personnel and supporting personnel for relocation or for performing essential functions.
- Protect and maintain essential records and databases.

This document establishes the Town's COOP procedures for addressing three types of disruptions:

- Loss of access to a facility (damage to the building).
- Loss of services due to a reduced workforce (pandemic influenza).
- Loss of services due to equipment or systems failure (information technology (IT) systems failure).

Applicability and Scope

The Town's Basic Plan provides overarching COOP program elements that support the COOP programs developed for individual departments. Each individual department plan addresses events that cause a disruption to the departmental essential functions. The Basic Plan incorporates each Town Department.

This COOP describes the actions that will be taken to implement a viable COOP capability within 12 hours of an event and the ability to sustain that capability for up to 30 days. This plan can be implemented during duty and non-duty hours, both with and without warning.

- This COOP covers all facilities, systems, vehicles and buildings owned or operated by the Town for essential governmental functions. This plan supports the performance of essential functions from alternate facility locations (due to the unavailability of the primary facility for long or short periods of time) and by telework and provides for continuity of management and decision-making in the Town in the event that Town management staff or technical personnel are unavailable.
- This COOP can be shared with other local emergency response and management agencies, emergency management directors, emergency management planners and other need to know parties, as applicable, subject to the prior approval by the Town Administrator and Town Attorney.

Situation

Risks that may impact the Town include severe thunderstorms, hurricanes, tornadoes, winter storms, utility disruption, pandemic, cyber-attack, active shooter, train derailment, transportation incidents.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Specific personnel requirements vary widely within the Town's departments due to differences in their size, structure, mission, and essential functions. Each essential function has associated personnel who are necessary to ensure continuity of operations.

Roles and Responsibilities

The Town Administrator is responsible for:

- Supporting and providing executive leadership for all emergency planning, response and recovery efforts.
- Approving overall policy directions, guidance, and objectives for continuity planning and activation.
- Communicating continuity of operations activities to the Council

The Town Attorney is responsible for:

- Drafting and advising on any legislation related to response or recovery.
- Assisting the Town Administrator's Office and the Department Directors with emergency procurements.
- Performing other tasks as needed.

The COOP Program Administrator is responsible for:

- Developing, coordinating, and managing all activities required to perform its essential functions during an event that would disrupt normal operations.
- Remaining in continuing communication with both the Town Administrator.
- Coordinate the COOP planning process.
- Serve as the principal liaison to internal and external stakeholders during the implementation of the COOP.

- Initiate COOP meetings.
- Coordinate test, training, and exercises of the COOP.
- Serve as the COOP program point-of-contact.
- Serve on the COOP Planning Team.

The COOP Planning Team is responsible for:

- Identifying department-specific management and policy issues.
- Creating a planning schedule and milestones for developing COOP capabilities and obtaining plan approval.
- Developing the COOP plan and meeting all deadlines as established by the planning team and COOP Program Administrator.
- Provide departmental information on essential functions, systems, personnel, and records for COOP planning.
- Conduct reviews of COOP documents and materials.
- Coordinate and participate in the COOP test, training, and exercise program.
- Establish a review cycle.

The Town Administrator/Reconstitution Administrator is responsible for:

- Coordinating and overseeing the reconstitution process.
- Developing the reconstitution plan.
- Reporting to the COOP Program Administrator.
- Forming a reconstitution team.
- Assigning appropriate staff to ensure buildings are structurally safe, if required.

The Town's employees are responsible for:

- Understanding their continuity roles and responsibilities within the town.
- Understanding and being willing to perform in continuity situations to ensure the continuation of essential functions.
- Ensuring that family members are prepared for and taken care of during an emergency situation.

The Crisis Assessment Team (CAT) is responsible for:

- Detecting the early signs of an expanding crisis
- Identifying the problem areas and appropriate solutions
- Preparing a crisis management plan for the immediate emergency situation
- Determining what internal/ external resources are needed in order to continue essential functions.

The Continuity Response Team (CRT) is responsible for:

- Locating, collecting, and transferring vital records, systems and equipment to alternate facility.

CONCEPT OF OPERATIONS

This COOP must be maintained at a high level of preparedness and be ready to be implemented with or without prior warning. An event that requires the activation of the plan may occur with warning, such as a hurricane that gives us a week or more to prepare; or without warning, such as a cyber-attack that could disable our systems without a moment's notice.

The plan should be fully implemented within 12 hours of activation and be capable of sustaining operations for up to 30 days.

When warning is available for activation of the COOP, the Level of Emergency and Decision Matrix outlined below will be used to guide the planning and pre-staging of resources and personnel. A no warning event will result in moving immediately to partial or full implementation and some of the recommended actions may no longer apply.

I. Alert

An actual or anticipated event that might have an adverse impact on any portion of the local government but does not require any specific response beyond what is normally available. The Continuity Response Team is to be briefed on the event. Impacted departments will alert appropriate personnel of situation and request needed assistance. No COOP implementation is required.

II. Stand-by

An actual or anticipated event estimated to have minimal impact on operations. Impacted departments alert appropriate personnel. Members of the Continuity Response 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 one or more essential functions or impact vital systems for more than three days. Continuity Response Team will be convened for activation and will inform Senior Staff of its decisions. CAT members will be alerted and instructed on the full or partial implementation of the COOP. Implementation of the COOP approved by the senior leadership. May require the mobilization of resources and/or implementation of the orders of succession.

IV. *Full Implementation*

An actual event that significantly disrupts the operations of three or more essential functions or to the full department that impacts multiple vital systems. Continuity Response Team convened for activation and informed Senior Staff of decisions. Continuity Activation Team members alerted and instructed on the full or partial implementation of their COOP plans. Might require activation of orders of succession, movement of a significant number of personnel to an alternate facility or telework status and may require the complete mobilization of resources.

ADMINISTRATIVE AND LOGISTIC CONSIDERATIONS

Expected Costs and Emergency Procurement

Departments should estimate expected costs for implementing activating this plan including equipment procurement, additional personnel, overtime, go-kit items and other anticipated needs. There will be some emergency purchases not accounted for during the planning process.

During continuity operations, it may be necessary for the Town to procure replacement personnel, equipment, and supplies on an emergency basis to sustain operations until normal operations can be resumed.

Federal Reimbursement

An activation of the COOP may permit the Town to submit disaster response and recovery costs to the state or federal government for reimbursement. In order to qualify, all purchases must be reasonable when purchased and thoroughly documented from purchase through final use.

MISSION ESSENTIAL FUNCTIONS

Mission Essential Functions (MEFs) are the limited set of government functions that must be continued throughout, or resumed rapidly after, a disruption of normal operations.

In addition to identifying which functions are necessary to support Town operations, the Recovery Time Objective (RTO) should be determined for each MEF. **The RTO is the maximum amount of time the function can be interrupted before it must be restored to an acceptable level of operation after an incident.** To ensure that MEFs are restored in order of their time criticality, functions will be categorized using a tier classification system.

- **IMMEDIATE-** These functions have a direct and immediate effect on the organization to ensure the safety of individuals to protect property 0 up to 24 hours. Must be established in 24 hours or sooner.

- **CRITICAL**- These functions can be delayed until Tier 1 functions are restored but must be operational within 72 hours.
- **NECESSARY**- These functions can be delayed until Tier 1 and 2 functions are restored but must be operational in 72 hours within one week
- **IMPORTANT**- These functions can be delayed until Tier 1, 2, and 3 functions are restored but must be re-established in 30 days.

Primary Supporting Functions (PSFs)

Primary Supporting Functions (PSFs) are the specific supporting activities that the Town must conduct in order to perform its MEFs. PSFs are typically enablers that make it possible for the Town to perform its mission and include day-to-day functions as well as those functions deemed non- mission or non-essential.

The Town recognizes that it cannot perform its MEFs without its PSFs, but the priority must be on completing the missions that cannot be deferred.

(MEF's and PSFs To Be Discussed at the Work Session)

ORDERS OF SUCCESSION

Orders of succession are activated when key employees are unable or unavailable to execute their duties during an emergency. Each department has established and documented its orders of succession in its Department Action Plan.

DELEGATIONS OF AUTHORITY

Delegations of authority are specified by Town resolutions and policies. Certain employees in positions specified in the orders of succession are delegated authority to perform all duties and responsibilities of the department head when this is required. Delegations of authority for each department should be listed in the COOP Department Action Plans.

Delegation of authority should be exercised **only** when immediate action is required, and a superior is unable and unavailable to exercise the authority.

- An individual acting as successor should be relieved of his or her authority once a superior on the list becomes available, is able, and assumes the role of the successor.
- An individual exercising the authority of a superior should record important actions taken and the period during which the authority is exercised.

Each Department has identified the authority to be delegated, the position holding authority, and limitations to the authority of the position holder, and will maintain this information within its Department Continuity Plans, the Basic Plan and with Human Resources.

ESSENTIAL RECORDS

Essential records are records that, if damaged or destroyed, would disrupt operations and information flow, and require replacement or re-creation at considerable expense or inconvenience. Vital records are those records that are necessary to carry out MEFs. Content, not media, determines their criticality.

The Town of Upper Marlboro COOP Planning Team has identified systems to protect and recover essential records during emergencies and normal operations. The following maintenance strategy has been identified for departments and divisions to protect essential records:

- The Town uses backup servers and data, then mirroring to save backups from one datacenter to the other.
- IT performs a backup of the Town's financial system to the Cloud.

Town personnel must:

- Save data to network drives.
- Scan hardcopy documents to the network drives.
- Manage and retain records as required by state law.

Each department will identify, document, and maintain an active list documenting identification of records (hard copy or electronic) vital to continue operations; back-up frequency and location; and procedures to store, retrieve, and recover records onsite or offsite.

COMMUNICATIONS

The list below identifies communications systems available to the Town to communicate with other departments, emergency response units, the media, and external stakeholder agencies and organizations:

- Land line phone (voice/fax) system
- Two-way radios
- Amateur radios
- Cell phones
- Local radio/ TV
- Internet access, email, and Town website
- Alert Town of Upper Marlboro,
- Emergency Alert Notification System

Town staff should make sure that critical data is stored in such a way that it can be backed

up regularly. **Each Department will coordinate with the IT Consultant on the specific technical support needed during COOP activation outside of general support including telephones, internet connection and server support.**

ACTIVATION

Activation of the COOP plan depends on the situation. Not all Departments may activate or relocate to the same location. Each Department will identify the required space, resources and needs of their employees and build their activation and relocation plan to match those needs.

The Town Administrator will notify key personnel to convene the Crisis Assessment Team (CAT), who will analyze the situation and determine whether the COOP or a departmental COOP annex will be activated. The CAT may also provide further support through management of the crisis or COOP activation, identifying additional risks and exposures, providing direction and guidance to departments and the organization, and protecting stakeholder interests in response to the incident or disaster.

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During a disaster of such magnitude that the Emergency Operations Center (EOC) has been activated, the CAT may convene to determine if the COOP activation will be managed through the EOC, or if separate operations would be beneficial.

Continuity Response Team (CRT)

The Continuity Response Team members will have been identified beforehand and trained. If an employee is on the CRT, he or she is considered essential personnel, should receive resources to reflect that status (such as a Town phone), and must be made aware of that status.

Activation of the Continuity of Operations Plan will not be based upon a specific event, but rather three specific types of disruptions.

1. LOSS OF FACILITY

Loss of facility could result from something as major as an earthquake or minor as a ruptured fire sprinkler pipe causing flooding. When identifying a new facility, improvisation will be key. This plan outlines key objectives, assumptions, and conditions to keep in mind when locating and relocating to an alternate facility. **The COOP Program Administrator, in consultation with the CAT and the list of requirements from each department, will locate temporary facilities.**

Activation Objectives

- Confirm evacuation of impacted building within one hour of event onset.
- Complete full staff accountability within six hours and submit it to EOC
- Complete initial, informal damage assessment of building (once cleared by fire department for re-entry), communication systems and information technology systems. This is NOT a full assessment, just a preliminary guesstimate of the damage. To be completed by the COOP Program Administrator or designated personnel ONLY.
- Convene the Continuity Assessment Team to review the damage assessment, accountability reports and MEFs to develop continuity objectives and action plan for the event.
- Activate the Continuity Response Team to commence continuity operations per the specific continuity plans and the continuity action/ objectives developed by the CAT.
- Maintain constant and clear communication with all stakeholders, including residents, businesses, employees, and elected officials.

Normal operations may be disrupted and there may be a need to perform MEFs at a continuity facility. Each department will coordinate with the COOP Program Administrator to establish suitable continuity facilities, whether that be telework, temporary facility or mix of the two.

For reasons of cost, the Town will not maintain an active continuity facility, instead will procure emergency temporary facilities as needed.

Following the activation of the continuity plan, the determination of where to locate temporary facilities will depend on several variables including personnel needs, timelines and budgetary considerations.

There are three possible continuity facility solutions for the Town;

- **Existing Buildings and Facilities owned by the Town** include but are not limited to Town hall, Public Works facility, and Parks or Open Space....
- **Space procured and maintained by another organization.** Some organizations offer space procurement services that other organizations can use for alternate locations. The County or State may have options the Town can use; but these need to be confirmed beforehand.
- **Leased space within the community.** Departments should be prepared to operate from a temporary location or telework until space can be leased and occupied. The expectation is that the majority of employees will telework or work directly from the field.

The following conditions must exist before there is a relocation to a continuity facility:

- A Department's primary location has been destroyed or will be unavailable for an extended period.
- Staff are available to perform mission essential functions defined in the COOP.
- Off-site storage facilities and materials survived the event.
- Surface transportation in the area is possible.
- Staff can be notified and can report to the continuity facility to perform recovery and reconstruction activities.
- Like kind essential resources have been pre-positioned or are available at the off-site storage.

2. LOSS OF SERVICES DUE TO SYSTEMS OR EQUIPMENT FAILURE

The Information Technology Consultant has internal emergency plans to address a loss of information technology systems. Due to the sensitive nature of these plans, they will remain confidential to the IT Department and the Town Administrator.

3. LOSS OF PERSONNEL

During a Pandemic

Continuity operations during a pandemic primarily require monitoring staffing

levels and being prepared to replace staff, as necessary. Tasks such as purchasing Personal Protective Equipment (PPE), adjusting schedules, and implementing engineering controls will be found in the pandemic plan rather than the continuity plan.

Non-Pandemic Activation Objectives

- Directors will monitor department staffing levels. He or she will report any illness outbreak immediately to the Emergency Operations Center or the responsible person if EOC is not activated.
- Directors will maintain constant and clear communication with all stakeholders, including residents, businesses, employees, and elected officials.
- In the event of a loss of staff for any reason, the Town Administrator or designee will convene the Continuity Assessment Team to develop objectives and an action plan for the event.
- Directors will identify appropriate backups (whether temps, reassignment, or contracting)
- Human Resources will recruit, hire, and bring staff on board during a continuity event. The hiring process needs to be expedited to prevent a time loss in re-establishing the mission essential functions. The Human Resources Generalist will be assisted, when necessary, by the Town Attorney

It may be necessary to augment or replace personnel during a continuity event. Human Resources will be responsible for recruiting, hiring, and on-boarding staff during a continuity event. The hiring process needs to be expedited to prevent a time loss in re-establishing the mission essential functions. This may require legal assistance to circumvent the hiring process.

RECONSTITUTION OPERATIONS

Reconstitution is the transition back to normal operations in the primary operating facility or a new facility. Reconstitution focuses on restoring business operations to normal or improved services. This phase is initiated once all MEFs have been restored.

Activities associated with reconstitution include:

- Supervising an orderly return to the normal operating facility, a move to another temporary facility, or a move to a new permanent operating facility.
- Verifying that all systems, communications, and other required capabilities are available and operational, and ensuring the capability to accomplish all essential functions and operations at the new or restored facility.

- Identifying if any records were affected by the incident and ensuring the effective transition or recovery of essential records and databases.

The Reconstitution Team will consist of employees from each department. For example, Information Technology employees will restore all equipment and software; maintenance employees to provide furniture and technical assistance, and a representative from each department will supervise and assist with setting up the department's office space. This team will work outside the mission essential function team to ensure a smooth transition back to normal operations. Tasks will include identifying what equipment, software and resources are needed and ensuring that the workspace is ready for the mission essential functions to be transferred back with minimum interruption.

The Reconstitution Administrator will supervise an organized and staggered return to the primary facility.

DEVOLUTION OPERATIONS

Devolution is the transfer of legal and statutory obligations from one entity to another entity at a continuity facility or devolution site. The devolution option may be used when the Town's primary operating facility, alternate site, and/or staff are not available. Devolution requires the transition of roles and responsibilities for performance of MEFs through pre-authorized delegations of authority and responsibility. The authorities are delegated from the Town's primary operating staff to other employees or to external governmental entities in order to sustain essential functions for an extended period. Devolution supports the overall COOP and ensures the continuation of MEFs. In this situation, management responsibility and mission essential functions will devolve to the designated devolution department or agency.

Each department will build its devolution plan, subject to the approval of the Town Administrator, to include the triggers for the devolution of a department's functions and activation of mutual aid agreements.

Contracts will be approved through the Town Administrator's office and the Town Attorney.

EMERGENCY GO-KIT

The emergency go-kit should contain standard operating procedures, emergency plans, operating orders or regulations, and other relevant guidance that is not already pre-positioned at an alternate facility. These documents will be saved in multiple locations while maintaining security of personal information. The Town

Administrator will work with Information Technology to develop and implement safe methods for storing essential records in the Go-Kit. Other documentation that should be contained in the go-kit includes:

- COOP Plan
- Current contact lists for personnel, federal, State and County departments and agencies, and key contractors
- Formatted computer diskettes, CD-ROMs, or memory sticks
- General office supplies (small amount)
- Cellular telephone and chargers
- Radios
- Current equipment report
- Current software report
- Current vital records, files, and database report

If an employee is designated to maintain a go-kit, it is his or her responsibility to ensure that the kit is up to date as well as kept immediately available at all times (i.e., the employee is to take it home each night).

TRAINING, TESTING AND EXERCISE PLAN

The test, training and exercise program will ensure that employees are aware of their roles and responsibilities in COOP implementation and have a chance to practice. Regularly scheduled training and exercises are critical to ensuring that the COOP can be implemented during an emergency.

Required Training

Each department is responsible for providing job-specific COOP training for all new employees in their department. The training will be conducted within 60 days of an employee's first day of employment.