

**CONTINUITY OF OPERATIONS PLAN
(COOP)**

COLLIER COUNTY EMERGENCY MANAGEMENT



NOTICE: This document contains information pertaining to the deployment, mobilization, and tactical operations of Collier County government in response to emergencies and is exempt from public disclosure under the provisions of Section 281.301, Florida Statutes.

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SECTION I: INTRODUCTION

The mission statement as provided by Emergency Management is as follows: To help residents of Collier County prevent, prepare, respond, recover, and mitigate from the effects of a disaster.

I-1 Purpose

This Continuity of Operations (COOP) Plan establishes policy and guidance to ensure the execution of the mission-essential functions for Collier County Emergency Management in the event that an emergency threatens or incapacitates operations, including a pandemic flu environment, and the relocation of selected personnel and functions of any essential facilities of Emergency Management are required. Specifically, this Plan is designed to:

- Ensure that Emergency Management is prepared to respond to emergencies, to recover from them, and to mitigate against their impacts.
- Ensure that Emergency Management is prepared to provide critical services in an environment that is threatened, diminished, or incapacitated.
- Provide a means of information coordination to the Collier County government to ensure uninterrupted communications within the internal organization of the County and externally to all identified critical customers.
- Provide timely direction, control, and coordination to the Collier County leadership and other critical customers before, during, and after an event or upon notification of a credible threat.
- Establish and enact time-phased implementation procedures to activate various components of the “Plan” to provide sufficient operational capabilities relative to the event or threat thereof to the Collier County.
- Facilitate the return to normal operating conditions as soon as practical, based on circumstances and the threat environment.
- Ensure that the Collier County Emergency Management COOP Plan is viable and operational, and is compliant with all guidance documents.
- Ensure that the Emergency Management COOP Plan is fully capable of addressing all types of emergencies, or “all hazards” and that mission-essential functions are able to continue with minimal or no disruption during all types of emergencies.

I-2 Applicability and Scope

- The provisions of this document apply to the Collier County Emergency Management and its offices.

- Support from other state agencies and local governments as described herein will be coordinated with the Emergency Management Director as applicable.
- Separate COOP plans will be developed for all Collier County agencies identified as critical agencies. Each of the individual agency's COOP plans may serve as annexes to the Collier County COOP plan.
- This document applies to situations that require relocation of mission-essential functions of Emergency Management as determined by the Emergency Management Director or during the Pandemic flu environment where significant staffing shortages are anticipated. The scope does not apply to temporary disruptions of service during short-term building evacuations or other situations where services are anticipated to be restored in the primary facility within a short period. The Emergency Management Director will determine situations that require implementation of the COOP Plan.

I-3 Supersession

No other documents have been identified that this document supersedes. Upon adoption, this document will serve as the first COOP Plan for Collier County Emergency Management and will be superseded when updated.

I-4 Authorities

- County Ordinance # 2002-50: Local State of Emergency/Line of Succession
- Sections 252.35 (2) (k), 252.35 (2) (n), Florida Statutes
- Executive Order 80-29 (Disaster Preparedness), dated April 14, 1980
- Executive Order 87-57 (State Emergency Response Commission), dated April 17, 1987; as updated by Executive Orders 98-153 and 98-155
- Executive Order 01-262 (Emergency Management), dated September 11, 2001
- Executive Order 01-300 (Domestic Security), dated October 11, 2001
- Chapter No. 2001-361, Florida Statutes provide for a public records exemption for security system plans and any property owned or leased by the State
- Chapter No. 2001-365, Florida Statutes require the Florida Department of Law Enforcement (FDLE) to coordinate and direct response to acts of terrorism, establishes in law the Regional Domestic Security Task Forces that were created by Executive Order #2001-300, and creates the position of Chief of Domestic Security Initiatives within FDLE
- Chapter No. 2001-366, Florida Statutes create the Florida Domestic Security and Counter-Terrorism Intelligence Center within FDLE and allows for the creation of the Florida Domestic Security and Counter Intelligence Database

- Chapter No. 2002-43 amends Florida Statutes 252.365 to include specific language requiring that each state agency prepare COOP plans and disaster preparedness plans. The bill directs that each state agency and facility (e.g., prison, office building, university) have a disaster preparedness plan and establishes requirements for the essential elements of these plans. In addition, it mandates that the plans be coordinated with applicable local emergency agencies and approved by the Florida Division of Emergency Management
 - Chapter 282, Florida Statutes, Communications and Data Processing addresses purchasing procedures and creates the State Technology Office.
- Presidential Decision Directive (PDD) 67 (Enduring Constitutional Government and Continuity of Government Operations), dated October 21, 1998

I-5 References

- Collier County Comprehensive Emergency Management Plan (CEMP)
- Collier County Hazard Mitigation Plan
- State of Florida Comprehensive Emergency Management Plan
- National Response Plan
- National Incident Management System
- Federal Response Plan
- Special Needs Program
- Statewide Mutual Aid Agreement, Standard Operating Guidelines
- Staffing Lists

I-6 Policy

Collier County Emergency Management recognizes and acknowledges that the protection of its assets and business operations is a major responsibility to its employees and to Collier County. Therefore, it is a policy of Emergency Management that a viable COOP Plan be established and maintained to ensure high levels of service quality and availability. It is also a policy of Emergency Management to protect life, information, and property, in that order. To this end, procedures have been developed to support the resumption of time-sensitive business operations and functions in the event of their disruption at the facilities identified in this plan. Emergency Management is committed to supporting service resumption and recovery efforts at alternate facilities, if required. Likewise, Emergency Management and its management are responsible for developing and maintaining a viable COOP Plan that conforms to acceptable insurance, regulatory, and ethical practices and is consistent with the provisions and direction of other Emergency Management policies, plans, and procedures.

SECTION II: CONCEPT OF OPERATIONS (CONOP)

II-1 Objectives

The objective of this COOP plan is to ensure that a viable capability exists to continue essential Emergency Management functions across a wide range of potential emergencies, specifically when the primary facility is either threatened or inaccessible. The objectives of this Plan include:

- To ensure the continuous performance of essential functions/operations during an emergency.
- To protect essential facilities, equipment, records, and other assets.
- To reduce or mitigate disruptions to operations.
- To reduce loss of life, minimize damage and losses.
- To identify and designate principals and support staff to be relocated.
- To facilitate decision-making for execution of the Plan and the subsequent conduct of operations.
- To achieve a timely and orderly recovery from the emergency and resumption of full service to all customers.

II-2 Planning Considerations and Assumptions

In accordance with State guidance and emergency management principles, a viable COOP capability:

- Must be maintained at a high-level of readiness.
- Must be capable of implementation, both with and without warning.
- Must be operational no later than 12 hours after activation.
- Must maintain sustained operations for up to 30 days (relocation scenario) or 90 days during a pandemic flu event.
- Should take maximum advantage of existing local, State or federal government infrastructures.
- During a pandemic flu event, no support of any kind is expected external to Collier county.

II-3 COOP Execution

This section outlines situations that can potentially lead to activation of the COOP Plan due to emergencies or potential emergencies that may affect the ability of Emergency Management to perform its mission-essential functions from its primary and other essential facilities. This section also provides a general description of actions that will be

taken by Emergency Management to transition from normal operations to COOP activation.

COOP Activation Scenarios

The following scenarios would likely require the activation of the Emergency Management COOP Plan:

- The primary facility or any other essential facility of Emergency Management is closed for normal business activities as a result of an event or credible threat of an event that would preclude access or use of the facility and the surrounding area.
- The area in which the primary facility or any other essential Emergency Management facility is located is closed for normal business activities as a result of a widespread utility failure, natural disaster, significant hazardous material incident, civil disturbance, or terrorist or military threat or attack. Under this scenario, there could be uncertainty regarding whether additional events such as secondary explosions or cascading utility failures could occur.
- A pandemic/infectious flu event is imminent and because the primary Emergency Operations Center (EOC) does not lend itself to appropriate distancing for health purposes, the Alternate EOC at the South Water Treatment Plant needs to be appropriately set up used to facilitate emergency operations throughout the health emergency

The following scenario would NOT require the activation of the Collier County Emergency Management COOP plan:

- The primary facility or any other essential facility is temporarily unavailable due to a sudden emergency such as a fire, bomb threat, or hazardous materials emergency that requires the evacuation of the facility, but only for a short duration that does not impact normal operations.

COOP Activation

The following measures may be taken in an event that interrupts normal operations, or if such an incident appears imminent and it would be prudent to evacuate the primary facility or any other essential facility as a precaution:

- The Emergency Management Director may activate the COOP Plan to include activation of the alternate facility.
- The Director will direct some or all of the COOP Relocation Team (CRT) to relocate to the alternate facility (see Sections II-4 and II-6). The CRT will be notified using the notification procedures outlined in Section IV of this document.
- The CRT will relocate to the alternate facility site and will ensure that the mission-essential functions of the closed primary or other impacted facility are

maintained and capable of being performed using the alternate facility and available resources, until full operations are re-established at the primary/impacted facility.

- Emergency Management staff members who do not have specific COOP assignments are known collectively as the COOP Support Team (CST) and may be called upon to supplement the CRT and COOP operations. Representatives from other government or private organizations may also be called upon to support COOP operations.
- The CRT will be responsible to continue the mission-essential functions of the Emergency Management within 12 hours and for a period up to 30 days pending regaining access to the affected facility or the occupation of the alternate facility.

Section IV of this document provides additional detail on the procedures that will be used for COOP activation and implementation.

Incidents could occur with or without warning and during duty or non-duty hours. Whatever the incident or threat, the Emergency Management COOP Plan will be executed in response to a full range of disasters and emergencies, to include natural disasters, terrorist threats and incidents, and technological disruptions and failures. In most cases, it is likely there will be a warning of at least a few hours prior to an incident. Under these circumstances, the process of activation would normally enable the partial, limited, or full activation of the COOP Plan with a complete and orderly alert, notification of all personnel, and activation of the CRT.

Without warning, the process becomes less routine and potentially more serious and difficult. The ability to execute the COOP Plan following an incident that occurs with little or no warning will depend on the severity of the incident's impact on the physical facilities, and whether personnel are present in the affected facility or in the surrounding area. Positive personnel accountability throughout all phases of emergencies, including COOP Plan activation, is of utmost concern, especially if the emergency occurs without warning, during duty hours.

Section II-9 of this document provides additional information on warning conditions and related procedures.

II-4 Time-Phased Implementation

In order to maximize the preservation of life and property in the event of any natural or man-made disaster or threat, time-phased implementation may be applied. Time-phased implementation is used to prepare and respond to current threat levels, to anticipate escalation of those threat levels and, accordingly, plan for increased response efforts and ultimately full COOP Plan activation and facility relocation. The extent to which time-phased implementation will be applied will depend upon the emergency, the amount of warning received, whether personnel are on duty or off-duty at home or elsewhere, and,

possibly, the extent of damage to essential facilities and their occupants. The Disaster Magnitude Classification definitions may be used to determine the execution level of the COOP. These levels of disaster are defined as:

- **Minor Disaster.** Any disaster that is likely to be within the response capabilities of local government and results in only minimal need for state or federal assistance.
- **Major Disaster.** Any disaster that will likely exceed local capabilities and require a broad range of outside resource support including state or federal assistance. The Florida Division of Emergency Management (FDEM) and the Federal Emergency Management Agency (FEMA) will be notified and potential state and federal assistance will likely be predominantly recovery-oriented.
- **Catastrophic Disaster.** Any disaster that will require massive state and federal assistance. State and federal assistance will involve response and recovery needs.

As described in Section II-3 of this document, COOP Plan activation applies to events or incidents impacting a facility where mission-essential functions are performed to the point that the facility is unable to continue to perform those functions for a duration that will affect normal operations. Using the Disaster Magnitude Classification above, it is possible that a minor disaster would not render a facility unusable. However, minor disasters can escalate into major disasters, and even into catastrophic disasters. Conversely, events that are of short duration and do not impact normal operations (e.g., require a building evacuation only) must also be handled as though they could escalate into a more serious situation. Time-phased implementation of the COOP Plan is a way to be prepared for all levels of emergency/potential emergency scenarios that may or may not require relocation of the primary or other essential facility. This implementation method allows the individual(s) responsible for making decisions to be prepared to fully activate the COOP Plan on very short notice, if necessary, but not prematurely activate the COOP Plan for situations such as the building evacuation-only scenario described above. Listed below is a general summary of the sequence of events that can be followed using time-phased implementation of the COOP Plan:

Phase I – Activation (0 to 12 hours)

During this phase, alert and notification of all employees (both CRT and CST) and other organizations identified as “critical customers” (e.g., vendors or public/private entities that may provide resource support) will take place. It is during this phase that the transition to alternate operations at the alternate facility begins. However, if events turn out to be less severe than initially anticipated, the time-phased COOP activation may terminate during this phase and a return to normal operations will take place.

Phase II – Alternate Operations (12 hours to Termination)

During this phase, the transition to the alternate facility is complete and the performance of mission-essential functions should be underway. Also during this phase, plans should

begin for transitioning back to normal operations at the primary facility or other designated facility.

Phase III – Reconstitution and Termination

During this phase, all personnel, including those that are not involved in the COOP activation, will be informed that the threat or actual emergency no longer exists and instructions will be provided for resumption of normal operations.

Section IV of this document covers more detailed, specific time-phased implementation procedures that will be followed during COOP activation and execution.

II-5 Critical Service COOP Staff

As referenced in Section II-3 of this document, Emergency Management staff who are relocated under this Plan to the selected alternate facility are known collectively as the COOP Relocation Team or CRT. The CRT must be able to continue operations and perform mission-essential functions for up to 30 days with resource support. Depending upon the nature and severity of the event requiring activation of the COOP Plan, the roster of the CRT may be adjusted by the Director, as necessary. Following are key Emergency Management staff identified as members of the CRT (additional staff may also be assigned to the CRT), listed by position title, who will work from the alternate facility during COOP activations:

- Rick Zyvoloski, Emergency Management Coordinator
- John Veit, Emergency Management Coordinator

Annex A provides individual names and contact numbers of the entire CRT staff.

Because alternate facility space and support capabilities may be limited, the CRT staff may need to be restricted to those personnel who possess the skills and experience needed for the execution of mission-essential functions. The above referenced list includes those individuals.

As noted in Section II-3, Emergency Management staff who do not have specified COOP roles or responsibilities are referred to collectively as the COOP Support Team or CST. The CST may be directed to move to other facilities or duty stations, or may be advised to remain at or return home, pending further instructions. Individuals from the CST may be used to replace unavailable CRT members or to augment the overall COOP response. COOP activation will not, in most circumstances, affect the pay and benefits of Emergency Management and staff.

Section IV of this document covers more detailed, specific time-phased implementation procedures that will be followed during COOP activation and execution.

II-6 Alternate Facility

The determination of 1) the appropriate alternate facility for relocation, and 2) whether to relocate the entire CRT to the alternate facility will be made at the time of activation by the Emergency Management Director in consultation with the CRT; the decision will be based on the incident, threat, risk assessments, and execution timeframe. Arrangements should be made with the management of all pre-identified alternate facilities to appoint an Alternate Facility Manager who will be responsible for developing site support procedures that establish the requirements for receiving and supporting the CRT.

To ensure the adequacy of assigned space and other resources, all locations currently identified as alternate facilities and those being considered for alternate facility locations should be reviewed by Emergency Management staff annually. The CRT will be advised of the results of this review and any updates to alternate facility details.

In conducting a review of an existing alternate facility to determine its adequacy for supporting the operation of mission-essential functions, the following should be considered:

- Ensure that the facility has sufficient space to maintain and support the CRT.
- Ensure that the facility, along with acquired resources, is capable of sustaining operations for performing mission-essential functions for up to 30 days.
- Ensure that the facility has reliable logistical support, services, and infrastructure systems (e.g., water, electrical power, heating/ventilation/air conditioning (HVAC)).
- Ensure that personal convenience and comfort considerations (including toilet facilities) are given to provide for the overall emotional well being of the COOP CRT team.
- Ensure that adequate physical security and access controls are in place.
- Ensure that the alternate facility is not in the same immediate geographical area as the primary facility, thereby reducing the likelihood that the alternate facility could be impacted by the same incident that impacts the primary facility.
- Consider cooperative agreements such as Memoranda of Understanding (MOUs)/mutual aid agreements with other agencies or contract agreements with vendors who provide services such as virtual office technologies.

Annex B provides the location of Emergency Management alternate facility sites and additional information on alternate facility requirements.

II-7 Mission-essential Functions

In planning for COOP activation, it is important to establish priorities before an emergency to ensure that the CRT can complete mission-essential functions that are

critical to the overall operation of Emergency Management and that support emergency response efforts within the Collier County. The Director and the CRT shall ensure that mission-essential functions can continue or resume as rapidly and efficiently as possible during an emergency relocation. Any task not deemed mission-essential must be deferred until additional personnel and resources become available. Following is a breakdown of mission-essential functions performed by Emergency Management in order of priority:

1. Mission-essential functions that must be performed, given a **One Day** disruption:
 - Direction, Control & Coordination for the Emergency Operations Center
 - Communication & Warning Operations & Procedures
 - Crisis Communications
 - Infrastructure Monitoring – Roads, Power, Water
 - Resource Support
 - Public Education & Information
 - Administration
 - Multi-Agency Coordination & Communications Vehicle
 - Weather Monitoring
 - Hazard Mitigation
 - Planning
 - Public Health Coordination

2. Mission-essential functions that must be performed, given a disruption of greater than **One Day**, but less than **One Week**:
 - All functions listed under Number 1 above
 - Finance
 - Hazard Identification & Risk Assessment

Note: After one week of emergency operations, either normal operations must be reinstated or emergency operations must ensure the functions listed in #3 below are performed.

3. Mission-essential functions that must be performed, given a disruption of greater than **One Week**, but less than **One Month**:
 - All functions listed under Numbers 1 and 2 above
 - Training & Exercise

Note: After 30 days of emergency operations, all functions should be resumed at normal operations level.

4. Mission-essential functions performed during a Pandemic Flu event:

- Direction, Control & Coordination for the Emergency Operations Center
- Communication & Warning Operations & Procedures
- Crisis Communications
- Public Health Coordination

Annex C provides guidelines/templates to assist in the determination and prioritization of mission-essential functions.

II-8 Delineation of Mission-essential Functions

To ensure that the mission-essential functions referenced in Section II-7 are effectively transferred to the alternate facility and continued with minimal interruption, it is imperative that each function have qualified CRT staff assigned to it. The CRT should be formed with mission-essential functions in mind; the number of individuals who are assigned to the alternate facility may be limited due to facility resources and capacity, and the individuals working there must be able to ensure that mission-essential functions are carried out. When the CRT is formed, individuals should be matched up with the mission-essential function(s) they will be assigned at the alternate facility during COOP activation. Following is a breakdown of each mission-essential function with Emergency Management CRT office/position responsible for ensuring that the function is performed:

<i>Mission-essential Function</i>	<i>Office(s)</i>	<i>Position(s)</i>
Emergency Operations Center (EOC) Direction, Control & Operation	Emergency Management Director	Director or Coordinator
Communication & Warning Operations & Procedures	Emergency Management Communications	Coordinator or Collier Emergency Radio Association (CERA) Member
Crisis Communications (CIC)	Emergency Management Director or Communication & Customer Relations	Department Director or Coordinator
Infrastructure Monitoring – Roads, Power, Water	Emergency Management Operations	Coordinator
Resource Support	Emergency Management Director	Emergency Management Senior Administrative

<i>Mission-essential Function</i>	<i>Office(s)</i>	<i>Position(s)</i>
		Technician
Public Education & Information	Emergency Management Director or Communication & Customer Relations	Department Director or Coordinator
Administration	Emergency Management Director	Emergency Management Senior Administrative Technician
Multi-Agency Communications & Coordination Vehicle	Emergency Management Communications	Coordinator or CERA Member
Weather Monitoring	Emergency Management Communications	Coordinator or CERA Member
Hazard Mitigation	Emergency Management Operations	Coordinator
Planning	Emergency Management Plans	Coordinator
Public Health Coordination	Emergency Management Operations or Health Department	Coordinator
Finance	Emergency Management Director	Emergency Management Senior Administrative Technician
Hazard Identification & Risk Assessment	To Be Provided	To Be Provided
Training & Exercise	Emergency Management Plans	Coordinator

Annex C provides a breakdown of estimated resources required, including personnel and equipment, to ensure the continuation of mission-essential functions during COOP activations.

II-9 Warning Conditions

When planning and preparing for emergencies that may require activation of the COOP Plan, a wide range of scenarios must be considered. Events such as hurricanes and the Pandemic Flu provide ample warning for notification of staff and identification and pre-positioning of resources in preparing for possible COOP activation; other types of events, such as a terrorist attack on a building, may provide no warning.

- With Warning. It is expected that, in most cases, Emergency Management will receive a warning of at least a few hours prior to an event. This will normally enable the full execution of the COOP Plan with a complete and orderly alert, notification, and deployment of the CRT to an assembly site or the alternate facility.
- Without Warning. The ability to execute the COOP Plan following an event that occurs with little or no warning will depend on the severity of the emergency and the number of personnel impacted. If the deployment of the CRT is not feasible because of the unavailability or loss of personnel, including the Emergency Management Director, temporary leadership of the Department will be passed to the Operations Coordination, as identified in Section II-10 of this document.
- Non-Duty Hours. The ability to contact members of the CRT at all times, whether during work hours or non-duty hours, is critical for ensuring that the COOP Plan can be activated quickly if needed. Procedures must be in place that account for notifying and mobilizing (if necessary) the CRT on extremely short notice.
- Duty Hours. If an event or incident occurs during work hours that require relocation of the primary facility, the COOP Plan will be activated and available members of the CRT will be deployed as directed to support operations for the duration of the emergency. The CST, or those individuals who do not have assigned roles in the COOP Plan, will either be sent home or possibly used to provide support to the CRT, if additional assistance is required.

Section II-12 of this document provides additional information and procedures to be followed, based on warning conditions. Section IV-3 of this document provides staff activation procedures for duty hours and non-duty hours.

II-10 Direction and Control

Authorized successors to the Emergency Management Director are specified as follows:

- 1) Operations Coordinator
- 2) Planning Coordinator
- 3) Homeland Security Coordinator
- 4) Emergency Management Technician

Lines of succession are maintained by all organizational elements, to ensure continuity of mission-essential functions. Successions are provided to a minimum depth of three at any point where policy and directional functions are carried out.

Each organizational element should pre-delegate authorities for making policy determinations and decisions. All such pre-delegations will specify what the authority covers, what limits may be placed upon exercising it, who (by title) will have the authority, and under what circumstances, if any, the authority may be delegated.

In the event that lines of succession procedures are activated, notification of successors will be conducted through normal means of notification/communication as defined in Section II-12 of this plan. These procedures should include scenarios that will require activation of the line of succession and are to be reviewed annually for accuracy and revised as necessary. In addition, the agency leadership line of succession should be distributed at a minimum to key personnel to ensure that they are aware of who may assume direction and control given different types of events/scenarios.

The Director and/or his designee is responsible for ordering activation of the COOP. Members of the CRT may be requested by the Director to disseminate COOP guidance and direction during the activation and relocation phases. Pending the activation of the COOP Plan, the CRT Chief will monitor the situation and assist in the notification process, as necessary.

Once the COOP Plan is activated, the Collier County Emergency Operations Center should be notified and requested to provide any previously agreed upon assistance to Emergency Management.

Annex D provides additional information on lines of succession.
Annex E provides a sample memorandum for instituting delegations of authority.

II-11 Operational Hours

- During COOP contingencies, the Emergency Management Director will determine the hours of operation for the CRT.
- Members of the CRT must be prepared to support a 24-hour-per-day, 7-day-per-week operation.
- Members of the CST should be prepared to support the CRT in the event that additional support is needed.

II-12 Alert and Notification

Alert Procedures. If the situation allows for warning, staff may be alerted prior to activation of the COOP Plan. In all situations allowing for an alert, procedures must include notification to the Emergency Management Administration staff, the Collier County Emergency Operations Center, and appropriate Emergency Coordinating Officers (ECOs) or Alternate ECOs.

- Information and guidance for Emergency Management staff will normally be passed via telephone using an emergency notification telephone tree/cascade or similar system. Depending on the situation, current information may also be available via:
 - Personal alpha pagers.
 - Intranet web site and/or electronic mail.
 - Announcements to local radio and TV stations, if approved and developed.
 - Other means, if approved and developed.
- Emergency Management staff should remain at their office or home until specific guidance is received.
- The CRT should be prepared for rapid deployment upon activation via special prearranged notification procedures. These instructions will denote explicit actions to be taken, including the location of the assembly site and/or the designated alternate facility location.
- The Director will direct the activation of the COOP Plan.

Notification Procedures. Upon activation of or notification to activate the Emergency Management COOP Plan, alpha pagers and/or NEXTEL telephones are used to notify employees. The following is a sample COOP notification procedure that can be adopted or modified to enhance the current notification system:

- The Director will notify the CRT Chief to activate the COOP Plan.
- Upon notification to activate the Emergency Management COOP Plan, the CRT Team Chief will perform the following duties:
 - Contact the Division Heads identified in Annex O, informing them of the current situation and that the COOP Plan is being activated.
 - Notify the Facility Manager of the appropriate Alternate Facility of the activation of the Collier County Emergency Management COOP Plan.
 - Notify the Collier County EOC that an emergency activation or anticipated activation of the Collier County Emergency Management COOP Plan is expected or in progress.
 - Report the progress of the notification process to the Emergency Management Director.
- In situations that that may require the activation of multiple agencies' COOP Plans, the County EOC may be activated and the County Emergency Management Office will work with each critical service agency to ensure that individual agency COOP plans are coordinated effectively.
- Depending on the extent and nature of a COOP or multiple COOP activations, the County EOC may contact the State Warning Point (SWP) to advise of the situation and, if necessary, request State assistance. It is through the SWP that communication with other State agencies and the Governor's Office will be coordinated.

- Upon COOP activation, the Division Heads/Office Directors will contact their staffs – (CRT and non-CRT members) using the following procedures:
 - Attempt to call each person in his or her chain and relay the information and guidance provided by the CRT Chief.
 - Make a second attempt to contact those individuals who were not initially available. If this attempt is unsuccessful, they will leave a message, send a page, or use any other method of communications available to make contact.
 - Report status of cascade, including names of personnel not contacted, to the CRT Chief.

Annex F provides alert/notification procedures and key staff responsible for implementing those procedures.

SECTION III: PROCEDURES

III-1 Personnel Coordination

Procedures should be in place to address any personnel issues that may arise among those individuals who will be responsible for implementing the COOP Plan (i.e., the CRT) as well those who do not have specific COOP roles but who may be called upon if necessary during COOP activation (i.e., the CST). Listed below are personnel resources and capabilities in place at the Collier County Emergency Management to ensure that emergency and non-emergency staffs are prepared when disasters strike, either with or without warning:

- Communications Plan for emergency and non-emergency staff
 - Emergency staff will receive their primary notification via alpha pager. Depending on the time of day follow up notifications will be by Nextel, then home telephone.
 - Ongoing communications with emergency and non-emergency personnel will be by landline and/or 800 MHz radios.
- Health, safety, and emotional well-being of all employees and their families
 - Family support plan
 - Depending on the timing and the nature of the emergency, those asked to respond will be given ample opportunity to get family matters in order before responding. People already in place will be relieved as soon as practical to take care of family matters.
- Pay status and administrative leave issues
 - County Manager’s Administration (CMA)#5900, Cessation of Normal Government Activities and Personnel Roles and Responsibilities During Emergencies, details leave procedures.

- CMA# 5901, Emergency/Disaster Pay, details the conditions for receiving pay during extraordinary operations.
- Medical, special needs, and travel issues
 - CMA# 5900 addresses conditions for absence from work.
 - CMA# 5901 addresses travel and special pay conditions.

III-2 Vital Records and Databases

Vital records and databases identified as critical to supporting mission-essential functions, both paper and electronic, have been identified and will be maintained, updated, and stored in secure offsite locations. In addition, procedures will be developed to ensure that records are maintained and updated regularly. Procedures will also identify how emergency operating records will be made available to qualified personnel and will ensure backup for legal and financial records. Identified below are different categories of vital records:

- Vital records essential to the continued functioning or reconstitution of an organization during and after an emergency in a secure offsite location:
 - Emergency plans and directives
 - Orders of succession (Annex D)
 - Delegations of authority (Annex E)
 - Staff roster (Annex O)
 - Staffing assignments
 - Critical facility files
 - Special Needs Database
 - Vulnerability/Risk Files
- Vital records critical to carrying out an organization's essential legal and financial functions and activities:
 - Finance/Personnel Records
 - MOUs, MAAs, HTML Files
 - Staff Rosters/Phone Numbers
 - Vendor Contacts
 - Blast Fax Phone Numbers

Annex G provides additional information on vital records and provides identification, location, and backup capabilities of Emergency Management vital records necessary for performing mission-essential functions.

III-3 Pre-Positioned Resources

It is strongly encouraged that essential items, such as office supplies and equipment, data, vital records, and other critical resources be pre-positioned at the alternate facility or other off-site location to facilitate the transition to alternate operations during COOP

emergencies. The pre-positioned resources should be carefully inventoried and regularly maintained by the Alternate Facility Manager or his/her designee to ensure that there is a clear accounting of exactly what resources are pre-positioned at the alternate facility and will not require relocation during COOP emergencies.

III-4 Drive-Away Kits

The Director is responsible for providing guidance to staff on the requirements for and the contents of these kits, which may contain such items as software, databases, publications, and laptop computers. Checklists may need to be used to help ensure the inclusion of all necessary contents.

It is strongly encouraged that essential items and data be pre-positioned at the alternate facility or other off-site location instead of being carried in Drive-Away Kits, because CRT personnel may be at home when the order to deploy is received and access to the Drive-Away Kits may be difficult or impossible.

- Items to consider including in these kits:
 - Applicable agency, local, and state regulations; statutes and administrative codes; and emergency plans/procedures
 - Tape recorder and tapes
 - Batteries
 - List of what positions have to be filled and procedures needed to continue the mission-essential functions
 - Laptop(s) with all necessary forms/plans/procedures on a CD
 - Office supplies to support operations for the initial period. List of additional office supplies that may be required for an extended period
 - In addition to “official” items carried in the Drive-Away Kits, each staff member requiring billeting at the alternate facility should consider bringing appropriate personal items and changes of clothing. In addition, these staff should relocate with their Emergency Management identification badge for entry into the alternate facility.
 - Medical Support:
 - The Alternate Facility Manager is responsible for making available limited medical information and/or treatment available for alternate facility staff.
 - Deploying personnel should bring with them an adequate supply of medicines and other specialty needs (e.g., hearing-aid batteries, eyeglasses).
 - Contact the Alternate Facility Manager for special arrangements, such as refrigeration of pharmaceutical and medical supplies.
 - Deploying personnel should also bring health insurance cards.

Annex H provides additional information on Drive-Away Kits and provides templates/

examples that can be used to develop the kits.

III-5 Telecommunications and Information Systems Support

Interoperable communications or the ability for Emergency Management staff to communicate with individuals internal and external to the agency are critical during COOP emergencies, as during any other types of emergencies. Following are both internal and external communications systems identified for Emergency Management:

- Internal communications that will be used within Emergency Management to communicate with emergency and non-emergency staff during COOP emergencies:
 - 800 MHz radio *
 - Cellular telephone *
 - E-mail
 - Intranet
 - Ham Radios *
 - ESATCOM (Voice/Data)
 - IT/WEB Backup Server
 - Satellite Phone/Radio *

*Mobile communications capability

- External communications that will be used by Emergency Management to communicate with other emergency response agencies, the media and other agencies/organizations external to the Emergency Management:
 - 800 MHz radio *
 - Cellular telephone * (includes landline to cellular phone communication and vice versa)
 - Ham Radios *
 - Email
 - ESATCOM (Voice/Data)
 - Satellite Phone/Radio *
 - Emergency Deployable Interoperable Communications System (EDICS) (available upon regional request from Lee Co.)
 - DoF's radio cache (available upon request from Lee Co.)

*Mobile communications capability

Also critical is the ability to conduct and maintain numerous types of communications from the alternate facility to ensure that there is redundancy in the event that one or more communications systems is not operational. Emergency Management has identified the following communications systems as operational at the alternate facility:

- Capabilities not available at alternate site

Access to critical information systems that are used to accomplish mission-essential functions during normal operations from the primary facility should also be assured at the alternate facility (see Annex I). In order for these systems to be accessible, connectivity must be in place at the alternate facility and system servers should be backed up on a daily basis at more than one location. For Emergency Management, the Collier County Information Technology Department maintains the information systems and ensures that the systems are backed up on a daily basis. In addition, the IT Department also ensures that connectivity exists at the alternate facility and will provide systems technical support during COOP activations.

The above referenced telecommunications and information systems capabilities at the Emergency Management alternate facility are sufficient for the performance of mission-essential functions under the COOP Plan.

Following is a checklist that may be used for planning telecommunications and information systems requirements:

- Plans should address all three types of communication (internal, external, and mobile).
- Plans should include the development of telephone trees.
- Plans should consider use of a hotline housed in a secondary location.
- Plans should consider radio communications using available staff with radios.
- Plans should recognize different needs ranging from a one-hour emergency to an extended emergency.
- Plans should consider the use of a communication center to serve as a hub for communication needs of all local users.
- Plans should strategize for situations in which all communications systems are unavailable.
- At a minimum, all members of the CRT should have pagers and/or cell phones.

Annex I provides additional information on telecommunications and information systems.

III-6 Transportation, Lodging, and Food

Policies and procedures should be developed that consider transportation, lodging, and feeding of the CRT working from the alternate facility. During COOP activations, CRT staff members will likely prefer to use their individual vehicles for transportation to the alternate facility; however, in the event that they are not able to do so, an alternate transportation plan should be in place. Procedures for lodging and feeding arrangements should also be developed. All of the above can be accomplished by having agreements in place with other agencies or non-profit organizations, or having agreements with pre-identified private vendors to provide support on very short notice during emergencies.

Emergency Management has procedures that address food, lodging, and purchasing for emergencies. Emergency Operations Center Activation Standard Operating Guidelines as well as the Collier County Comprehensive Emergency Management Plan lays out the responsibilities for food lodging and purchasing during emergencies.

III-7 Security and Access Controls

The Emergency Management Director will ensure that all four types of security are addressed and in place at the alternate facility: *operational, information systems/cyber, physical, and access controls*. Due to the sensitive information contained in the COOP Plan, the Director will also ensure that distribution of the Plan is limited and that an accounting of those who have access to the plan is maintained. To assist with ensuring the limited distribution of the COOP Plan, the agency should take advantage of the public disclosure exemption granted under Section 281.202, Florida Statutes.

The Director will ensure the following:

- Plans and procedures shall establish a goal of duplicating the level of security established at the vacated primary facility.
- Alternate technologies, including video technology, may be considered for security.
- Augmentation of security will be addressed, based on the emergency or threat, to include considerations for using local law enforcement, private vendors, or other resources.
- For incidents involving terrorist attacks or threats of terrorist attacks, the Emergency Management will develop a security augmentation system based on the five-tiered Federal Department of Homeland Security Advisory System.

Annex J identifies security measures in place for COOP emergencies and provides guidelines for augmenting security based on threat levels.

III-8 Personal and Family Preparedness

All staff, including those individuals actively involved in COOP emergencies (i.e., the CRT) or not officially assigned a role during COOP activations (i.e., the CST), should be prepared for and aware of COOP activation procedures. To assure that all employees are prepared for COOP contingencies, training should be a part of the agency's orientation for new staff and should be regularly conducted (at least annually) for all existing staff. The training should focus on preparing employees for situations in which they will not be able to work from their primary facility. The training should advise staff on how to be personally prepared by developing "personal go-kits" as well as ensuring that their families are prepared for all types of emergencies, including COOP activations.

Annex K provides a Family Disaster Plan that can be used for COOP emergencies.

III-9 Site Support Procedures

Site support responsibilities are those tasks that must be conducted to ensure the readiness of the alternate facility and the continued functional operation of the facility during the entire duration of COOP activation. These responsibilities include ensuring that an alternate facility manager is appointed and that procedures are in place and are followed to ensure a smooth transition to alternate facility operations. These responsibilities also include a planned transition back to normal operations once the emergency situation has passed.

Annex L identifies site support responsibilities and procedures that can be used for COOP emergencies.

SECTION IV: PHASE I - ACTIVATION

In general, the following procedures are to be followed in the execution of the COOP Plan. The extent to which this will be possible will depend on the emergency, the amount of warning received, whether personnel are on duty or off-duty, and the extent of damage to the impacted facilities and their occupants. This Plan is designed to provide a flexible response to multiple events occurring within a broad spectrum of prevailing conditions. The degree to which this Plan is implemented depends on the type and magnitude of the events or threats.

IV-1 Alert and Notification Procedures

The Emergency Management notification process related to COOP activation should allow for a smooth transition of the CRT to an alternate facility in order to continue the execution of essential functions across a wide range of potential emergencies.

Notification may be in the form of one of the following:

- A COOP alert to the CRT and CST that relocation is anticipated or is imminent.
- An announcement of a COOP activation that 1) directs the CRT to report *immediately* to an assembly site or a designated alternate facility, and 2) provides instructions regarding movement, reporting, and transportation details to an assembly site or a designated alternate facility.
- Instructions to the CRT to *prepare* for departure and relocation to a designated alternate facility and instructions to CST employees.

Upon receipt of a COOP alert from the Director or a designated successor, staff alert and notification procedures (see Annex F) are initiated.

IV-2 Initial Actions

Based on the situation and circumstances of the event, the Director will evaluate the capability and capacity levels required to support the current mission-essential functions of the impacted facility(ies) and initiate actions for relocation to the appropriate alternate facility. These actions include measures to be taken in anticipation of COOP activation and actions to be taken upon COOP activation. Once COOP activation is effected, procedures must be considered for both duty hours and non-duty hours.

In cases where COOP activation is anticipated, the Director:

- Notifies the designated alternate facility manager to prepare for the relocation of the impacted facility and to prepare the appropriate alternate facility for operations.
- Issues a COOP alert to the CRT and CST that relocation is anticipated. CRT personnel are instructed to prepare for COOP activation.

- Notifies the Collier County Emergency Operations Center, and appropriate ESF Emergency Coordinating Officers or Alternate ECOs that an emergency relocation of the facility is anticipated.

In cases where COOP activation is ordered:

- The Director coordinates the immediate deployment of the CRT to an assembly site or the designated alternate facility.
- The Director notifies the designated alternate facility manager to immediately initiate relocation efforts of the impacted facility and to prepare the appropriate alternate facility for operations.
- The Director provides instructions and guidance on operations and the location of the alternate facility.
- The Alternate Facility Manager provides regular updates to the Director regarding the status of alternate facility activation/readiness.
- The following notification procedures are initiated:
 - The Director notifies the Collier County Emergency Operations Center, and Emergency Coordinating Officer (ECO) or Alternate ECO that an emergency relocation of the facility has been ordered and is in progress.
 - All designated staff members (see Annex F – Notification Procedures) initiate their respective COOP notification cascades.
- The CRT members report to an assembly site or deploy to the designated alternate facility to assume mission-essential functions.
- All CRT members who have established Drive-Away Kits ensure that they are complete, with current documents and equipment, and commence movement of the resources.
- All CRT members assemble the remaining documents and other assets as required for the performance of mission-essential functions and begin preparations for the movement of these resources.
- All personnel and sections of the impacted facility or facilities should implement normal security procedures for areas being vacated.
- Security and other designated personnel of the impacted facility should take appropriate measures to ensure security of the facilities and equipment or records remaining in the building.

IV-3 Activation Procedures for Duty Hours

- The Director notifies the CRT Chief of the emergency requiring activation of the Emergency Management COOP Plan.
- The Director or the CRT Chief activates the COOP Plan and notifies the appropriate alternate facility manager(s).

- Notification procedures identified in Annex F are conducted.
- The Director or CRT Chief directs members of the CRT to begin movement to an assembly site or to the designated alternate facility immediately.
- The CRT immediately deploys to an assembly site or a designated alternate facility to assume mission-essential functions.
- CST personnel (those who do not have active COOP response roles) in affected facilities are instructed to go home or to another specified location pending further guidance.
- Additional tasks identified in Section IV-2 that are not yet completed are completed in their entirety.

IV-4 Activation Procedures for Non-Duty Hours

- The Emergency Coordinating Officer, Duty Officer, or other personnel notify the Director that an emergency requiring COOP activation is anticipated or underway. The Director then notifies the CRT Chief of the emergency requiring activation of the Emergency Management COOP Plan.
- The Director or CRT Chief activates the COOP Plan and notifies the appropriate alternate facility manager(s).
- Notification procedures identified in Annex F are conducted.
- The Director or CRT Chief directs members of the CRT to begin immediate movement to an assembly site or to the designated alternate facility.
- The CRT immediately deploys to an assembly site or a designated alternate facility to assume mission-essential functions.
- CST personnel (those who do not have active COOP response roles) are directed to remain at home pending further guidance.
- Additional tasks identified in Section IV-2 that are not yet completed are completed in their entirety.

IV-5 Deployment and Departure Procedures for Time-Phased Operations

The Director will determine full or partial deployment to the designated alternate facility of any mission-essential functions that are critical to operations at the time the Emergency Management COOP activation is ordered. This determination will be based on the severity of the event and the level of threat. The following actions establish general administrative procedures to allow for travel and transportation to the alternate facility. Specific instructions will be provided at the time a deployment is ordered.

- COOP Relocation Team (CRT). The CRT immediately begins deployment, taking with them all office Drive-Away Kits, if applicable, and their personal go-kits. This team will most likely use privately-owned vehicles for

transportation to the designated facility. Specific instructions will be provided at the time of activation.

- COOP Support Team (CST). CST personnel present at the impacted facility at the time of an emergency notification will be directed to proceed to their homes to await further instructions. At the time of notification, any available information will be provided regarding routes that should be used to depart the facility or other appropriate safety precautions. During non-duty hours, CST personnel will remain at their homes pending further guidance.

IV-6 Transition to Alternate Operations

- Following the activation of the COOP Plan and establishment of communications links with the Emergency Management Director and the CRT at an assembly site or the designated alternate facility, the Director orders the cessation of operations at the primary facility.
- The Director or CRT Chief notifies the Collier County Emergency Operations Center and appropriate ESF Emergency Coordinating Officers that an emergency relocation of the Emergency Management facility is complete. S/he then provides information on the alternate facility location, including contact numbers.
- Communications with internal and external personnel including critical customers will be maintained through redundancies (see Section III-5) until normal lines of communication are re-established.
- As appropriate, government officials, media, outside customers, vendors, and other service providers are notified by the Emergency Management Public Information Officer or other designated person(s) that the Emergency Management primary facility has been temporarily relocated.

IV-7 Site Support Responsibilities

Following notification that a relocation of the Emergency Management facility has been ordered or is in progress, the appropriate alternate facility manager will implement the COOP Site support procedures and prepare to receive the CRT within 12 hours. See Annex L – Site Support Procedures for additional information. How are

SECTION V: PHASE II - ALTERNATE OPERATIONS

V-1 Execution of Mission-essential Functions

Upon activation, the CRT will begin providing support for the following functions:

- Ensure that mission-essential functions (see Annex C) are reestablished as soon as possible.
- Monitor and assess the situation that required the relocation.
- Monitor the status of personnel and resources.
- Establish and maintain contact with the appropriate Collier County Emergency Operations Center and the appropriate ESF Emergency Coordinating Officers, or other designated personnel.
- Plan and prepare for the restoration of operations at the impacted facility or other long-term facility.

V-2 Establishment of Communications

- The Emergency Management Director or CRT Chief will ensure all necessary and preplanned communications and information systems are established, adequate, and functioning properly; and
- The Collier County Information Technology Department will service and correct any faulty or inadequate communications systems.
- Collier County Information Technology personnel will ensure connectivity of information systems and will service any faulty or inadequate information systems.

V-3 COOP Support Team (CST) Responsibilities

CST members do not have primary roles during COOP activations and will likely be directed to remain home during non-duty hours or return home during duty hours. However, CST personnel should be prepared to provide backup support to the CRT and should be trained to conduct one or more of the COOP functions that will be performed from the alternate facility during COOP activations.

V-4 COOP Relocation Team (CRT) Responsibilities

In addition to the functions identified under V-1, the CRT members will begin providing support for the following functions as soon as possible following their arrival at the designated alternate facility or pre-identified assembly site:

- The CRT Chief or Alternate Facility Manager will disseminate administrative and logistics information to the CRT upon arrival. This information should generally cover the operational procedures for the next 30 days.

- The CRT will receive continual briefings and updates from the CRT Chief or Emergency Management Director.
- The CRT will perform the mission-essential functions of Emergency Management.

V-5 Augmentation of Staff

- If it becomes evident that the CRT cannot adequately ensure the continuation of mission-essential functions, the Emergency Management Director or CRT Chief will determine the additional positions necessary to maintain these functions.
- The Emergency Management Director or CRT Chief will identify individuals from the CST who may be able to provide support to the CRT.
- The Emergency Management Director or CRT Chief will then ensure that the identified positions are staffed with individuals who have the requisite skills to perform the tasks.
- The Emergency Management Director or CRT Chief will consider implementing agreements with outside resource support including Memoranda of Understanding/mutual aid agreements with other government agencies and contractual agreements with private vendors.

V-6 Amplification of Guidance to CRT and CST Personnel

The Mobile Command Post will establish initial Alternate EOC Operations at any Alternate site.

- The Emergency Management Director will develop an informative memorandum for dissemination to all employees on the duration of alternate operations as well as pertinent information on payroll, time and attendance, duty assignments, and travel authorizations and reimbursements.
- The Emergency Management Director will then distribute the document to the relocated personnel and the CST staff through appropriate media and other available sources.

V-7 Development of Plans and Schedules for Reconstitution and Termination

- The Emergency Management Director or CRT Chief will develop Reconstitution and Termination Plans and Schedules to ensure an orderly transition of all functions, personnel, equipment, and records from the temporary alternate location to a new or restored facility.
- The Director will approve the plans and schedules prior to the cessation of operations.
- The Director or CRT Chief will oversee the Reconstitution and Termination process.

SECTION VI: PHASE III - RECONSTITUTION AND TERMINATION

VI-1 Overview

As soon as possible (within 24 hours) following an emergency relocation, the Emergency Management Director or CRT Chief will initiate operations to salvage, restore, and recover the impacted facility, pending approval of applicable local, state, and federal law enforcement and emergency services. Reconstitution procedures will commence when the Director determines that the emergency situation has ended and is unlikely to recur. Once this determination has been made, one or a combination of the following options may be implemented, depending on the situation:

- Continue to perform mission-essential functions at the alternate facility for up to 30 days.
- Begin an orderly return to the impacted facility and reconstitute full normal operations.
- Begin to establish reconstitution of normal operations at a different facility location.

VI-2 Procedures

Upon a decision by the Director that the impacted facility can be reoccupied, or that a different location will be established as a new facility to resume normal operations, the following procedures will be followed:

- The Director will oversee the orderly transition of all functions, personnel, equipment, and records from the alternate facility to a new or restored facility.
- Prior to relocating back to the restored facility or another facility, the Director will ensure that appropriate security, safety, and health assessments are conducted.
- When necessary equipment, documents, and other critical resources are in place at the new or restored facility, the staff remaining at the alternate facility will transfer mission-essential functions and resume normal operations.
- The CST will be notified that normal operations are resuming and that they should report back to work.

VI-3 After-Action Review and Remedial Action Plan

An After-Action Review information collection process will be initiated prior to the cessation of operations at the alternate facility. The information to be collected will, at a minimum, include information from employees working during the COOP Plan activation and a review of lessons learned to include processes that were effective and less than effective. The After-Action Review should provide recommended actions to improve areas identified as deficient or requiring improvement.

The information should be incorporated into a COOP Remedial Action Plan. Recommendations for changes to the COOP Plan and any accompanying documents will be developed and incorporated into the COOP Annual Review Process.