

	POLICY & PROCEDURE	SERIES # 552	PAGE 1 OF 13
	SUBJECT		EFFECTIVE DATE
	CONTINUITY OF OPERATIONS PLAN (COOP)		DRAFT
			OVERSIGHT SUPPORT SERVICES
DISTRIBUTION ALL MANUALS	AMENDS/SUPERSEDES/CANCELS P&P # NEW POLICY		

I. PURPOSE:

The purpose of this policy is to establish continuity guidelines during disasters and catastrophes that may disrupt, paralyze, and/or seriously degrade the essential capabilities of governmental functions during emergencies.

II. POLICY:

The Hampton Police Division is committed to the safety of its employees, operations, and assets. This policy in conjunction with the City of Hampton’s “**all hazard approach**”, provides the Division and its personnel a framework designed to minimize potential impact during an emergency event. **Continuity of Operations Planning (COOP)**, is designed to enable individual units to effectively maintain their primary functions during a disaster/emergency which could potentially disrupt critical operations and services.

III. DEFINITION:

Hampton faces a variety of natural, technological, and human-caused hazards which could pose significant threats to the City. The Hampton Police Division has identified the following as trigger points for the activation of the COOP plan and OPLAN1:

Division’s operations are disrupted, either partially or completely at one or more locations. There is limited impact on interdependencies between the Division and other operations. The most likely cause of such a disruption is fire, system/mechanical failure, and/or loss of utilities such as electricity, telephone, or water.

Catastrophic incident, affects a geographic region, which causes a disruption of operations to a number of Divisions, leading to a massive and widespread displacement of the workforce and a disruption to multiple interdependencies between and among City Divisions. Disruption of normal business operations is assumed to be for an extended period of time.

APPROVED:
CHIEF OF POLICE

Pandemic-related disruption, of the workforce that is indiscriminate as far as impact



minimum, the infrastructure and systems maintenance are affected due to a depleted and/or an exhausted workforce.

IV. DISCUSSION:

Title 44 of the Code of Virginia authorizes and requires each governmental subdivision of the Commonwealth to be responsible for local disaster mitigation, preparedness, response, and recovery. These statutes require the preparation, employment, deployment and maintenance of a local emergency operations plan. It includes responsibilities of all local agencies and establishes a chain of command.

V. PROCEDURE:

Continuity of Operations Planning (COOP), is one component of the City of Hampton's comprehensive emergency management program that addresses the preparation for; mitigation of; and response to recovery from disasters of all hazards. By focusing on efforts to continue the essential functions of the jurisdiction, COOP planning ensures the government continues to operate - even in the wake of a major event.

A. A COOP Plan is designed to address the following events:

1. Loss or reduction of services due to a reduction in workforce (as in a communicable disease pandemic); and
2. Loss of services due to equipment or system failure (major utility outage).

B. The COOP plan should:

1. Identify mission-essential functions that absolutely must be maintained regardless of the challenges posed by an emergency or disaster situation;
2. Determine the personnel, facilities, equipment, systems, information, and other resources necessary to support those essential functions; and
3. Ensure the ability to maintain those essential functions with minimal disruption.
4. Address COOP activation management and orders of succession;
5. Compile information to facilitate quick and effective communication and decision making in a crisis; and
6. Facilitate the recovery/resumption of normal operations (e.g., by identifying and

safeguarding vital records and data).

7. Detail procedures to implement actions to continue essential functions within the recovery time objectives established by each Branch's COOP Team to maintain essential functions for up to 30 days.

C. CRITICAL ASSUMPTIONS:

The Hampton Police Division COOP is predicated upon a realistic approach to problems likely to be encountered during a major emergency or disaster, and is based on the following assumptions:

1. An emergency or disaster may occur at any time of the day or night, weekend or holiday, with little to no warning.
2. During an emergency or disaster, the Police Division leadership will coordinate with the leadership of other City Divisions to determine, prioritize, mobilize, and direct resource needs.
3. Many normal City operations may be suspended or canceled so resources may be redirected to save lives, relieve human suffering, and sustain survivors.
4. Police Division staff members may be called upon to support the City's broader emergency response efforts in addition to maintaining or resuming normal Police Division activities.
5. Police Division personnel will perform their normal duties unless otherwise directed by the Chief of Police or designee.
6. Some or all normal Police Division programs and activities, other than those identified as essential functions, may be suspended or reduced, depending on available resources and staffing.
7. Even for essential functions, it may not be possible to maintain normal levels of service fully.
8. As the COOP Action Plan is developed during COOP activation, feasible levels of service will be reassessed and reevaluated.
9. All vital records and documents needed to restore and maintain essential functions will be maintained in such a manner, they are accessible from alternative locations (e.g., hard copies kept at designated alternate locations and/or electronic records that can be accessed from other than primary locations).

10. The succession of events in an emergency is not predictable, therefore published support and operational plans can be expected to serve only as guidance and checklists. These may require modification to meet the requirements of a given emergency.
11. Disasters may affect other jurisdictions of the Hampton Roads region, as well as state and federal agencies, and contractors/vendors. Therefore, delays in receiving government or contracted services, support, or supplies should be expected potentially for multiple days or even weeks depending upon severity of disaster.

D. DUTIES OF COMMAND STAFF

The Chief of Police is responsible for overseeing the Division's response to any disaster or emergency. The Police Division has essential functions that must be maintained under all circumstances. In the event of an incident that impedes routine operations, certain employees might be asked to relocate; take on additional or alternative duties as circumstances dictate.

1. Command Staff Responsibilities:

- a. Activates the COOP plan;
- b. Provides policy direction, guidance, and objectives during the implementation of the COOP plan;
- c. Consults with and advises appropriate officials during the implementation of the COOP plan; and
- d. Serves as the principal Division representative to external parties and groups during the implementation of the COOP plan.
- e. The commander of the Support Services Branch, or designee, shall be the Police Division COOP Coordinator, and shall be responsible for:
 - 1) Serving as the Division COOP Plan point of contact;
 - 2) Ensuring the COOP plan and OPLAN1 have been distributed to commanders within the Hampton Police Division;
 - 3) Ensuring training has been provided to Hampton Police Division's personnel with identified responsibilities;

- 4) Ensuring the COOP plan and HPD OPLAN1 have been shared with the local emergency response and management partners, such as the Fire Division, Office of Emergency Management, 911 Communications, etc.;
 - 5) Coordinating implementation of the COOP plan/OPLAN1 and initiating appropriate notifications inside and outside the Division;
 - 6) If warranted by the situation, developing Incident Action Plans I in collaboration with the Office of Emergency Management;
 - 7) Identifying Personal Protective Equipment (PPE) needs based on the nature of the emergency/disaster and whether chemical, biological, radiological, nuclear, and/or explosive (CBRNE) threats are present;
 - 8) Activating a Police Division Operations Center, if situation warrants, with support from the Incident Management Team;
 - 9) In consultation with Division senior leadership, initiating recovery of the Division as part of reconstitution;
 - 10) In consultation with Division senior leadership, identifying through the COOP Plan/HPD OPLAN1 essential functions to be performed when any part of the Division is relocated, and those functions that can be deferred or temporarily terminated; and;
 - 11) Coordinating 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.
- f. The Police Division Planning Unit Commander and Homeland Security Commander in collaboration with the COOP Coordinator, shall be responsible for:
- 1) Forming a reconstitution team;
 - 2) Developing space allocation and facility requirements to support essential functions and collaborating with appropriate organizations to identify and secure an alternate location for key

Division functions, if the primary facility is not available;

- 3) Preparing site support plans to support the implementation of the COOP Plan/HPD OPLAN1;
- 4) Developing a time-phased plan, listing functions and projects in order of priority for resuming normal operations based on the Division COOP Plan/HPD OPLAN1;
- 5) Developing procedures, as necessary, for restructuring personnel; and
- 6) Ensuring the secondary building is structurally safe and it meets all Hampton Police Division occupancy regulations.

2. Incident Management Team

- a. Incident Management Team (IMT), if activated, will collect information on the Division's activities and prepare a Situation Report (SitRep). This report will then be approved by either the Assistant Chief of Operations or the Chief of Police and sent to all employees each day for briefing purposes.
- b. All Division Commanders shall make certain there is adequate staffing. Reassignments of staff and their workloads will be undertaken when there is a need to limit exposure and enable the Division to have a healthy reserve of sworn staff to respond to issues that are likely to develop. These changes will be approved by the Assistant Chief(s) of their respective branches, or the Chief of Police. Each Branch Commander is required to complete a COOP for their respective Branches to outline roles, responsibilities and functions when COOP and HPD OPLAN1 are activated. It may be necessary to complete separate COOPs for each unit or section under their command. Completed Branch/Unit COOP plans shall be forwarded to the HPD Planning Unit.
- c. Operations/Investigations Commanders will determine the need to modify the Division's internal enforcement posture in both patrol and investigations. Modifications may include suspending some activities in both areas to minimize officer exposure and ensure the continuation of an adequate first responder workforce. If necessary, commanders will develop new enforcement policies in specific areas involving mass gatherings, isolation orders, and quarantine. Development of these policies will involve input from the Commonwealth Attorney and the Courts. Training on new or revised policies will be provided.

3. Division Personnel shall be responsible for:

- a. Becoming proficient in the COOP plan and their continuity roles;
- b. Prepared to take on responsibilities outside of their normal duties;
- c. Supporting the Division and the City in a continuity environment.

4. Regular Briefings:

- a. The Chief of Police and the Command Staff will coordinate with Support Services, the Planning Unit Commander and Homeland Security Commander to determine the need for command staff briefings, and their frequency. Briefing topics should include:
 - b. Weekly staff availability
 - c. Activity Schedule (e.g.; food distributions, other related issues)
 - d. Intelligence
 - e. Personnel Needs
 - f. Equipment Needs & Supplies
 - g. PIO Communications
 - h. Other Operational/Planning Issues
 - i. Other related issues

E. COOP PLAN ACTIVATION

1. The Hampton Police Division has identified the following as trigger points for the activation of the COOP plan and OPLAN1:
 - a. A portion or all of the Division's operations are disrupted at one location, with limited displacement of operations to alternate facilities. There is limited impact on interdependencies between the Division and other operations. The most likely cause of such a disruption is fire, system/mechanical failure, and loss of utilities such as electricity,

telephone, or water.

- b. Catastrophic incident affects a geographic region, which causes a disruption of operations to a number of Divisions, leading to a massive and widespread displacement of the workforce and a disruption to multiple interdependencies between and among City Divisions. Disruption of normal business operations is assumed to be for an extended period of time.
 - c. A pandemic-related disruption of the workforce that is indiscriminate as far as impact, and the infrastructure is affected only to the extent that systems maintenance and/or operation by a severely depleted workforce.
2. The Chief of Police, or designee, has the discretion to activate the Police COOP Plan and OPLAN1, when the ability to maintain the Division's essential functions is challenged or compromised. Depending on the circumstances, COOP activation may mean any or all of the following:
- a. Performing essential functions under abnormal conditions or by alternate means, possibly in a reduced capacity;
 - b. Suspending some or all non-essential programs and activities;
 - c. Redirecting/reallocating personnel and resources to support Police Division essential functions and/or other City-wide emergency response and recovery priorities;
 - d. Relocating essential functions to alternate facilities when/if the primary facilities are compromised, damaged or otherwise inaccessible.

F. LEVEL OF EMERGENCY

1. Key Personnel for Essential Functions and Alternate Staffing:
 - a. In some instances, it may be necessary to limit the number of staff members who report to work during an emergency or disaster situation. For example, if a normal work location is damaged or otherwise inaccessible, there may be a limited number of workstations available at an alternate location. Additionally, the number of available personnel may be the limiting factor, as would likely be the case in the event of a pandemic disease outbreak.
 - b. It is critically important to identify the key personnel (positions/roles) required to perform and maintain an organization's essential functions.

These key positions will be assumed by individuals in the unforeseeable absence of primary personnel. Equally important, is the identification of strategies and potential options to manage the staffing of these key positions during times of high employee absenteeism.

- c. The Commanders of each Branch and Unit shall identify essential functions and develop a rotational staffing plan to ensure all critical positions are filled throughout the emergency.
- d. HPD Personnel shall refer to HPD OPLAN1 for guidance regarding stages of activation and deployment during a major event.

G. PURCHASING / SPENDING AUTHORITY

During any activation of the COOP Plan/HPD OPLAN1, all issues related to spending/purchasing authority shall be vetted through the HPD Fiscal Support Manager, or their designate.

H. DEPLOYMENT KITS

1. Deployment kits should be pre-packaged and maintained up-to-date. They will contain equipment, reference materials, personnel and logistical support items needed to perform essential functions. Even with a well-equipped alternate location, deployment kits can enhance the transfer of critical information and equipment.
2. The Planning Unit Commander or their designee, will have the primary responsibility of maintaining the Deployment kits.
3. The Deployment Kits should contain operating procedures, emergency plans, operating regulations and other relevant guidance that is not pre-positioned at an alternate facility location. Other documents that might be included in the Deployment Kit are:
 - a. COOP plan/HPD OPLAN1 and City Emergency Operation Plan;
 - b. Divisional Policies and Procedure Documentation;
 - c. Current contact list for personnel and external parties;
 - d. Laptops, CD-ROMs, memory sticks, or external hard-drives;
 - e. General office supplies (small amount);

- f. In/out-processing packets;
- g. Cellular telephones, hand-held radio(s);
- h. Current equipment report;
- i. Current software report; and
- j. Current vital records, filed, and database report.

Designated essential personnel should carry their Deployment Kit to the alternate facility.

I. COMMUNICATION PROTOCOLS

1. Staff Notification (Outbound Communication): In the case of an emergency or interruption that triggers the activation of the COOP Plan/HPD OPLAN1, the Police Chief (or designee) will notify the City Manager's Office, OEM Staff, and Division personnel of the COOP activation and/or their individual COOP assignments.
2. Staff Check-in (Inbound Communication): In the event of a significant emergency or interruption that impacts the City, the Police Division, or employee's ability to report to work, employees will "check in" via prearranged contact procedures to report on their individual statuses and to ascertain whether and where to report to work. Such communication allows management to muster sufficient staffing to restore and/or maintain essential functions, as well as to complete a roll call following an emergency event to verify the safety of staff members.
3. It is essential each staff member is familiar with the emergency check-in procedures, as well as likely duties in a COOP Plan/HPD OPLAN1 activation.

J. PUBLIC COMMUNICATIONS

If normal communications with City Council, City staff, and the Public is disrupted, alternate modes of communication will be utilized to disseminate information. Website postings, flyers and media communications may be utilized to distribute information. Under a COOP activation, as during normal operations, the Chief of Police (along with staff) is responsible for crafting and disseminating messages (with the approval of and in coordination with the City Manager). When the EOC is activated, public information messages from all City Divisions will be coordinated through the EOC, to ensure consistency and maximum distribution.

K. RECONSTITUTION

Reconstitution focuses on restoring business operations to their normal state of affairs. Reconstitution is initiated once the emergency is over and is unlikely to cause additional disruptions. Basic planning for reconstitution should be done concurrently with the COOP plan. Event-specific reconstitution planning should begin after the COOP plan is activated and the situation has been adequately assessed. Once the emergency-specific reconstitution plan is developed, the Division needs to inform all personnel of the plan, its implementation schedule, and specific task assignments. Executing the reconstitution plan results in the transfer of personnel, supplies, equipment and essential functions from the relocation site. If necessary, it may establish it as the new primary site. After receiving approval from appropriate authorities, the Police Division should begin salvage operations and plan for one of the following reconstitution options:

1. Remaining at the relocation site because it now becomes the new primary site;
2. Moving from the relocation facility back to the original site;
3. Moving to a new primary site, if the original is unable; or
4. Moving to a temporary site while the original is rehabilitated or a new facility is constructed.

M. COOP PLAN MAINTENANCE AND TRAINING

Administration of the plan is the responsibility of the Planning Unit Commander, or designee. As custodian and administrator of the COOP Plan, the Planning Unit Commander must have thorough knowledge of all plan contents. As a further safeguard, the Planning Unit Commander should not be the sole person with organizational knowledge of the plan. The Homeland Security Commander should be a full participant in all planning, maintenance and exercise activities.

The Planning Unit Commander is responsible for generating the changes and issuing the updates. A copy of the COOP Plan should be provided to the Office of Emergency Management. The Planning Unit Commander (or their designee), is responsible for the overall maintenance of a sustainable COOP plan.

1. COOP Plan Maintenance

The primary objective of COOP Plan maintenance is to keep the information in the plan current. The following COOP Plan maintenance activities will be conducted:

- a. Triennial review and update of the plan by the Planning Unit Commander, or designee, and re-approval of the plan by the Chief of Police;
- b. Interim updates of the plan when there are relevant changes, such as changes in the Division's mission, procedures, or organization, personnel, equipment, data systems, communications systems, or essential functions;
- c. Revision of the plan based on results of relevant tests and exercises, as well as lessons learned from any actual COOP activation incidents; and
- d. Review of relevant policies, contracts, and MOA/MOUs, to ensure that they are up-to-date.

2. Training

Successful implementation of the COOP, relies heavily on Division staff member's familiarity of their unique roles, and knowledge of the plan. In addition, the Planning Unit Commander in coordination with the Training Unit is responsible for various activities identified as **essential functions** of the Police Division, and should actively engage in cross-training of individuals within the Division. To this end, all Police Division personnel should receive orientation training on the COOP Plan and HPD OPLAN1.

3. Testing & Exercises

- a. The testing and exercising of COOP/HPD OPLAN1 capabilities are essential in demonstrating and improving the ability of the office to execute the COOP Plan. Tests and exercises serve to validate or identify for subsequent correction, specific aspects of COOP Plans, policies, procedures, systems, and facilities. Periodic testing also helps ensure equipment and procedures are maintained in a constant state of readiness.
- b. COOP capability testing and exercising should include:
 - 1) Periodic testing of alternate facilities, interoperable communications and other capabilities;
 - 2) Exercising of COOP/HPD OPLAN1 Plans and procedures annually to ensure the ability to perform essential functions under abnormal

conditions, such as staffing shortages, operating from alternate facilities, etc.;

- 3) Smaller-scale testing or various components of the COOP Plan;
- 4) Testing of alerting and notification procedures and systems for any type of emergency;
- 5) Supporting and participating in interagency exercises;
- 6) Conducting joint exercises with Police Division's counterparts in neighboring jurisdictions, as possible and appropriate; and
- 7) A corrective action program to revise the COOP/HPD OPLAN1 Plan based on lessons learned from testing and exercises, as well as from real-world experiences.

